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ABSTRACT

This bibliography, compiled for the International Year of Shelter for the Homeless, lists Australian works published since 1974 about homelessness. It includes definitions of homelessness from the literature and an introductory article looking at different perspectives on homelessness. The entries, mainly taken from FAMILY database, are each accompanied by an abstract or indicative statement about their contents. The bibliography is arranged in two sections. The first section lists Australian publications specifically about homelessness published from 1974 through 1987. Citations are listed chronologically beginning with the most recent articles. The second section lists Australian publications on factors that may contribute to homelessness and documents relating to particular populations in danger of becoming homeless. Documents in the second section are listed under the headings of: (1) Aborigines; (2) The Aged; (3) Crisis Accommodation; (4) The Disabled; (5) Drug Taking; (6) The Economics of Housing; (7) Government Assistance on Housing and Rent; (8) Migrant Communities; (9) One-Parent Families; (10) Poverty, Housing and Unemployment; (11) Refugees; (12) Women; and (13) Young People. Citations are listed alphabetically by author. Interspersed with the bibliography are four feature articles from the "Age" newspaper and an article on poverty in Australia in 1985-86. The final section of the book provides information on where to look for other works on the subject of homelessness, both in the overseas and the Australian literature. (NB)

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HOMELESSNESS

An Annotated Bibliography of Australian Research

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HOMELESSNESS

An Annotated Bibliography of Australian Research

compiled by Jenny Loft and Mari Davis

This bibliography was supported by a grant
from the Reference Interest Group of Victoria
for the International Year of Shelter for the Homeless

Australian Institute Of Family Studies
300 Queen Street, Melbourne 3000

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CONTENTS

Foreword
Don Edgar ..... (v)

What is homelessness? Definitions from the literature 1

Perspectives on Homelessness
David Field 5

The annotated bibliography
Scope and arrangement 13

Section 1: Australian Publications on Homelessness
1974 — 1987 15

Section 2: Contributing Factors and Populations in Danger 39

Aborigines: Resources and Housing Issues 41

The Aged: Housing, Accomodation, Institutional and Care Issues 51

Crisis Accommodation 65

The Disabled: Needs for Accommodation, Care and Independence 77

Drug Taking: Loss of a Sense of Place 87

The Economics of Housing: Issues in Home Ownership, Public Housing, Caravans, and Shared Housing 91

Government Assistance on Housing and Rent 99

Migrant Communities: Needs for Accommodation, Shelter and Care 107

One-parent Families: Housing Issues 113

Poverty, Housing and Unemployment 121

Refugees: Resettlement and Housing Issues 131

Women: Issues on Equality and Access to Housing 137

Young People: Resources for Independence 147

Where to from Here: Other Information Resources 163

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Thanks also to David Field, Senior Social Worker of Hanover Welfare Services, for writing the introductory article for the bibliography.

Permission to reprint news articles on the homeless written during the International Year was kindly given by the *Age* newspaper. Mary Leunig gave permission for the reproduction of her cartoon which was published in the *Age*.

The documents listed in the bibliography are all part of the Australian Institute of Family Studies' database, FAMILY, except for those published before 1980. Indexing for the homelessness project was performed by Belinda Stonehouse, Jenny Loft, Judith Tickner and Mari Davis; keyboard entry by Sandra Marsden.

AUSTRALIAN FAMILY STUDIES DATABASE PROJECT

Staff members of the AIFS Family Information Centre are involved with a variety of tasks associated with the acquisition of materials, and the preparation and distribution of FAMILY Database.

Team Members:
Mari Davis, Head, AIFS Family Information Centre
Belinda Stonehouse, Principal Indexer, FAMILY Database
Deborah Whithear, AIFS Librarian and Editor of FAMILY Database.

Foreword

Robert Frost put it well in the lines

> 'Home is the place where,
> when you have to go there
> They have to take you in'.
>
> 'I should have called it
> Something you somehow
> haven't to deserve'.

The tragedy is that for so many people in the world today there is either no home to go to or, once you are there, they refuse to take you in.

Australia does not have the thousands of refugees, of starving families with no roof over their heads so graphically revealed in the International Year of Shelter for the Homeless. But we have too many for such an affluent society as ours of streetkids, homeless men, people without secure shelter, youth who shift in a sort of limbo between the parental home and a satisfactory home of their own. For most it is a transition rather than a permanent state, yet our thinking often assumes the same group is "homeless" long-term.

Of the close to two and a half million young Australians aged between 15 and 24, nearly one in four is unemployed and some 30 to 40 thousand are homeless. Statistics are poor, largely because there is a shifting population of homeless people apart from the really hard core who turn up regularly at institutions for shelter and sustenance.

There are inextricable links between poverty, family problems and homelessness. Unemployment, low wages and dependence on government benefits are chronic problems which lead to a great deal of family conflict and breakdown. Separation and divorce create two "families" each in need of housing but still dependent on the one inadequate income. Remarriage or repartnering can improve the financial situation but for others it can lead to further conflict over whose responsibility it is to house and support dependent youth. There are growing numbers of single persons whose "home" means something very different from the standard "family home". While poverty among the aged in Australia has reduced since the 1970s because of their more secure housing, we can expect a new form of "aged homelessness" as costs increase and they strive to retain some independence from their offspring or suffer from their refusal to support.

Our systems of government assistance are having difficulty in keeping up with housing needs, and groups, such as the young homeless, face Catch 22 rules of eligibility for allowances that might help them to survive. Perhaps a total rethink of the assumption that a "family" must be "co-resident" is necessary. For many children and youth whose parents have separated, dual residence is the reality and narrow definitions of family and parental support deny that reality. We need more flexible provision of temporary accommodation within neighbourhoods so that family conflicts do not force people so far away in search of refuge that reconciliation and return become virtually impossible.

This bibliography, developed from the Australian Institute of Family Studies' FAMILY database, shows how extensive is both the problem and the concern. It shows as well, how little is really understood about the causes and effects of homelessness and, more importantly, about solutions that will help dilute the most damaging effects. David Field's Introduction indicates how different actions flow from differing ideologies.

The Institute is grateful to the Reference Interest Group of Victoria for its grant during the International Year of Shelter for the Homeless which made this work possible. Mari Davis, as Head of the Institute's Family Information Centre, hs worked tirelessly to develop the FAMILY

database which now includes over 7500 references from which these on homelessness are drawn. We were fortunate to obtain the services of Jenny Loft, a librarian experienced in computerized bibliographic techniques, to help extend and compile this aspect of the FAMILY database.

We trust that the hard copy version will make the references more readily available to those working on the problem of homelessness who have no direct access to a computer. We would welcome news of other material which should have been included. FAMILY database is a continuing project of the AIFS and relies in large part on people sending us copies of their reports, papers and other published material.

Don Edgar,
AIFS Director

What is homelessness? Definititions from the literature

'homeless person: a person who has attained the age of 16 years and —
(i) has no settled home and is in need of (assistance by way of food, accommodation or a social welfare service), or
(ii) although having a settled home is temporarily in urgent need of (such) assistance.'

Definition s. 3 of the *Homeless Persons Assistance Act* 1974.

□

'There are so many facets to homelessness that no single term is adequate.'

'Being homeless means . . . being deprived of the normal supports of home and the skills of knowledge gained there. It is not merely a matter of housing. There are so many facets to homelessness that no single term is adequate. Some use the term alienation to emphasise the loneliness and social isolation . . . others have used the term disaffiliation to stress the lack of links with the prevailing culture and its formal means of conferring identity and meaning.'

Hanover Welfare Services: Annual Report 1985–86, North Melbourne, Vic., p. 3.

□

'. . . definitions (of homelessness) might be based either on: (1) lack of shelter; (2) disaffiliation from the institutions of conventional society, including the family; or (3) affiliation with a natural group called "homeless people".'

'. . . the (homeless) population . . . is far from homogeneous but includes people of quite different background, current situation and future prospects; people who might not feel much kinship with each other and to whom different responsibilities might be appropriate.'

A place of dignity: a survey of homeless people and homeless persons assistance centres by the Department of Social Security, Canberra, ACT, 1978, p. 19, 29.

□

'homeless persons are those:
- people in immediate crisis situations who seek accommodation from shelters, refuges or various crisis housing services;
- people who are not without shelter, but who subsist in accommodation that is impermanent, unstable, insecure, substandard and often unsupportive;
- people who are episodically homeless, where a crisis need for accommodation and support is punctuated by periods of stable housing, (a pattern often linked to uneven employment patterns);
- people who are chronically or more permanently in crisis and unable to find suitable accommodation or establish support networks.'

'homeless people (fall) into two groups:
- the chronically homeless who lack sufficient income and the personal resources necessary to make use of available housing. This group includes the mentally disturbed, drug-abusers or drug offenders and some young people who appear unable to budget or maintain stable relationships.

□ those who are pushed into homelessness by a personal, medical, family or economic crisis and who lack the income to obtain independent housing immediately.'

Shelter for the homeless: an information folder published by the Ministry of Housing, Melbourne, Vic, 1987.

□

'Homeless means what?'
Simply put, it means having no home. However, the underlying and important issue is the lack of those other features usually associated with home. Private living space, security for self and belongings, a base from which to work and, most importantly, people who care and for whom one can feel responsible: these make a place home.' . . .

'The essence of being a homeless person can be described as being one of life's loners and losers. *Loners* stresses the main point of the lack of home — of a family who care and share one's life, of a system of social support, of a circle of people providing stimulation and love; and stresses the absence of private space in which to be oneself and to learn ways of living and behaving. *Losers* stresses the other key factor, namely the dominance of matters of chance factors rather than the actions, faults or choices of the person. It points up also the fortuitous feature in the distribution of resources, whether of wealth, possessions, or power.'

Heading Where? by Robert U'Ren, Hanover Welfare Services, 1985, p. 1.

□

'a homeless person is without a conventional home and lacks most of the economic and social supports that a home normally affords. S/he is often cut off from the support of relatives and friends, s/he has few independent resources and often has no immediate means and, in some cases, little future prospect of self support. S/he is in danger of falling below the poverty line at least from time to time.'

'in most other European languages the word used for home relates to the feeling of being at home, with your own space, one's self area, with social links to a support network and to resources that you can call on when needed . . . When we are talking about homeless people, we are talking about people who lack that resource network, those (social) skills, that sense of own space, or somewhere where they can be themselves . . . not just the structure, the roof over their heads.'

A study of homeless women by the Council to Homeless Persons, Victoria, 1986, p. 1.

□

'Homelessness is a condition of detachment from society characterized by the absence or attenuation of the affiliative bonds that link settled persons to a network of interconnected social structures.
Homelessness takes many forms, depending on the type of detachment involved and the local circumstances. Homeless families and homeless men appear, so far as can be determined, in all large-scale societies . . . homelessness is a matter of degree, ranging from temporary to permanent and from the loss of a single affiliation to the absence of all affiliations. In general, homelessness is less acute for families than for individuals. The homeless family may have no place in any community, but its members carry a web of roles and obligations with them wherever they go . . . Homeless families fall into three general types: permanent wanderers, such as gypsies and carnival performers; wanderers with a fixed base, especially migratory farm workers; and refugees, for whom homelessness is an accident and not a way of life . . . The common characteristics

of homeless populations display a distinct and unmistakable pattern that is roughly applicable to any homeless population though fully descriptive of none. Homeless persons are poor, anomic, inert, and nonresponsible. They command no resources, enjoy no esteem, and assume no burden of reciprocal obligations . . . Their decisions have no implications for others. Only the simplest forms of concerted action are open to them, since homelessness is incompatible with sustained involvement in a complex division of labor . . . The quality of social inertness renders him both innocuous and helpless. He is unlikely to engage in major crime or political movements or to protest his own condition forcefully. A certain apathy regarding self-preservation often develops in addition to the collective helplessness . . . For reasons not entirely understood, the presence of homeless persons often arouses a degree of hostility in the settled population that seems entirely disproportionate.'

International encyclopedia of the social sciences, vol. 6, New York, 1972, pp. 494, 495.

□

'A homeless person falls below an objectively defined poverty line, at least from time to time, and is effectively single permanently, in so far as he is cut off from and has no relatives or close friends. Though he may be receiving some form of outside support, he has few independent resources, often has no immediate means and in some cases has little future prospect of self support. He is without a conventional home and lacks most of the social or economic supports a home normally provides. The term 'homeless person' may include such casual, seasonal or migratory workers who present welfare problems while passing through a community or staying in it for a relatively short time.' (Definition given by the Working Party on Homeless Men and Women to the Minister for Social Security (June 1973) p. 6.)

Cited from *Homeless people and the law* by Ronald Sackville, Commissioner for Law and Poverty, Commission of Inquiry into Poverty Canberra, ACT, 1976 p. 5.

□

'Homeless youth exemplify a transition which has been unsuccessful or beset with problems. In considering the reasons for this, attention might be directed to two sets of factors: those situational factors that led to the premature abandonment of the family home and which may make reconciliation difficult or even impossible and those external factors that deny a viable self-determination.'

'. . . (homeless youth) typically come from a background of family conflict where they have experienced difficulty in coping emotionally with the situation; they are young; they are most frequently female under 16 years or male and female between 16 and 18 years. They are unemployed and have either no income or inadequate income to meet the basic necessities, particularly housing.

. . . They are most likely to have left families with the least financial capacity to prolong their children's economic dependency or to subsidise their basic needs for independent living.'

One step forward: youth homelessness and emergency accommodation services by the National Committee for the Evaluation of the Youth Services Scheme, 1983, p. 15.

□

'When you . . . (are homeless) any interaction with a person from the outside is a manifestation of a power relationship in which you are the powerless one . . . like the leper of biblical times the . . . (homeless are) both blamed and feared. He is feared because his lifestyle is a direct threat to the socio-economic system that structures our

daily existence and rejects . . . those three sacred institutions of western life: regular work, the family and private property.'

The street is their home: the hobo's manifesto by Jim Ward, 1979, pp. 7, 8.

□

'. . . the experience of living for these (homeless) men has progressively narrowed their human life chances, and for many this process is rooted in childhood, accelerated by poverty and the patterns of behaviour established before adulthood.

'Health screening of homeless men in Sydney' IN: *Health Studies of selected disadvantaged groups (Social/Medical Aspects of Poverty Series)* by Ian Webster and Graham Rawson, 1977, p. 80.

□

'. . . bizarre behaviours and appearance (of the homeless mentally ill) . . . create a perceptual trap wherein the behaviours and appearance of the most conspicuous element among the homeless are seen as typifying all the homeless, thus giving rise to an illusion of homogeneity that shapes public perceptions and media dramatizations of the problem.'

The myth of pervasive mental illness among the homeless by David Snow, Susan Baker, Leon Anderson and Michael Martin IN *Social Problems*, vol. 33, no. 5, June 1986, p. 420.

□

'homeless persons are those in immediate crisis who seek accommodation in shelters, refuges or other crisis housing facilities; those who subsist in accommodation that is impermanent, unstable, insecure, sub-standard and often unsupportive; those who are periodically homeless, with crisis needs for accommodation and support punctuated by periods of stable housing (a pattern often linked to uneven employment patterns); and people who are chronically or more or less permanently in crisis and unable to find suitable accommodation or establish support networks.

Shelter for the homeless an information folder published by the Ministry of Housing, Melbourne, Vic., 1987.

□

Perspectives on Homelessness

David Field Senior Social Worker, Hanover Welfare Services

It isn't that they can't see the solution. It is that they can't see the problem.
(G K Chesterton)

We are very proud of ourselves in these last years of the twentieth century. We like to think that humanity has made great progress and that over the last few years — ten or twenty, say — our technology has provided just about anything anyone could want. Certainly there are people in the world who are poorly off, but that doesn't stop us being pleased with what we think we have accomplished.

How far have we come?

We like to think that even the poor and disadvantaged are so much better off than only fifty years ago: that the condition of such people is improving along with technological advances. But is it? The following section is adapted from a work about vagrancy in Elizabethan England (Beier, 1985). I have put it into the present tense deliberately, because I feel that it bears an uncanny resemblance to the present. Some phrases and terms might seem inappropriate, so it should be borne in mind that I am talking about four hundred years ago.

BEING homeless involves more than being poor and rootless. It is the product of profound social dislocations, and has important political consequences. Numbers of people in poverty are growing, creating a huge burden on the rest of the country. Virtually everyone might be considered poor, even by contemporary standards: technological practice is backward; health is a constant cause for concern; the economy is underdeveloped; regular work and incomes are almost the exception; productivity is low and unemployment is high.

One reason for the growing destitution is that the country's population is rapidly increasing. The upshot is that the problem of great numbers of unproductive youngsters is greatly intensified. The economy offers little relief to growing poverty. Inflation has been sustained for decades, with serious consequences. The best economic prospect is unquestionably land, but this is precisely the resource denied to the poor. The causes of dispossession include commercialisation. The rise in population has led to greater competition for holdings, rising rents and the proliferation of uneconomic smallholdings. Tenants unable to pay big fines have to move on, even if they are not formally evicted.

Another source of homelessness is flight. Some youngsters find the adjustment to domestic changes difficult, and once truancy begins it tends to continue. A further source of upheavals is illicit sexual unions, which result in vagrancy, especially for young girls.

The traditional channels of upward social mobility for the 'lower sort' are closing in. Apprentices are increasingly recruited from the sons of well-off tradesmen rather than from the offspring of the poor.

It is the young, above all, who suffer in these conditions. The records of mentally disturbed patients show that those in their twenties are most at risk of all age-groups; economic uncertainty and reverses are leading causes in their anxieties. Migration is common among all classes, but there is good reason to think that the poor are most dramatically affected by it. The reasons for the rise in long-distance movement are

similar to the causes of destitution: the growth of population; agrarian dislocation; problems of unemployment and underemployment; and downward pressure upon wages.

Movement increases sharply in periods of crisis. Agricultural failures, wars and trade depressions cut people adrift in great numbers. An accusation of vagrancy is always likely once a person is down and out, because officials regard begging and casual work with suspicion.

A normal household contains a married couple and children. Couples and their children make up only a third of the homeless population. The predominance of single males amongst the population regarded as homeless is, in part, caused by their being the most common migrants. Resident poor, conversely, show a decided imbalance in favour of females, which is probably because they live longer than men, but also again because of greater male migration.

The disintegration of families takes many forms, but a classic one is desertion by the male partner. Men depart for many reasons — poverty and debt, family disputes and adultery.

The dissolution of families is also hard on the young, and there is little doubt that homelessness is mainly a young person's crime. This is in part because the young form a huge share of the population, 40 to 50 per cent of whom are under the age of 21.

Homeless people are mainly thrown together by coincidence and circumstances. Their relationships are evanescent ones, and this makes them dangerous in the eyes of the establishment.

The ramblings of the homeless, far from being aimless, have definite patterns, and mobility increases in the crisis years. On the one hand, a peripatetic existence augments their isolation; on the other, their mobility also increases their everyday contacts — and conflicts — with the established order. This makes them highly visible and aggravates the official tendency to view them as bogeymen.

Hospitality traditionally included the provision of food and lodgings for travellers and visitors. It was notably dispensed by the Church, landed gentry and aristocracy, but times have changed that. For their part, the landed upper-classes are hard-pressed by inflation, addicted to new types of conspicuous consumption, and are making economies in philanthropy.

The poor seem poised to wreck the social order. Besides having broken links with families, they are rootless and transient, haunting pubs and sleeping rough. They are ubiquitous, present all the year in towns, and spilling into the countryside in summer. Their mobility makes them highly visible.

There are three reasons why the relationship between the poor and donors is uncomfortable. First, the establishment is at best ambivalent and at worst hostile towards poverty, often treating it as hypocrisy and theft. Secondly, the numbers moving about are increasing. Thirdly, the state relief system seems on the surface to have obviated the need for poverty.

The public understandably refuses to succour beggars. The main motive for rejecting them is probably fear. Yet the public response is not wholly negative. Despite official hostility and numerous frauds, there is evidently a good deal of residual public sympathy for the itinerant beggar, and it has lasted for centuries. Nevertheless, it seems that distrust of the mendicant, including local ones, has accelerated considerably, owing to a more critical opinion of idleness, rising numbers of itinerant poor, and state intervention to separate the deserving from the reprobate.

Let me remind you: what you have just read was written about Tudor Britain. Only the tense and some terms have been translated to the present; the facts are ancient! Is it very different after the International Year of Shelter for the Homeless?

Locating Homelessness

So what of homelessness today? Many welfare agencies regard their clients as homeless people, but often the different agencies have little in common. Yet, the following agencies are all members of the Melbourne-based Council to Homeless Persons: AMIDA (the Association for Mildly Intellectually Disabled Adults), the Council for the Single Mother and Her Child, Aboriginal Hostels Ltd., the Mission to Streets and Lanes and the Salvation Army's Gill Memorial Home. The question arises, then: Do the clients have anything in common? Why are they regarded as homeless people?

Anyone may become homeless; it must therefore be regarded as a potentially transient state, unlike gender or colour or nationality. Yet we talk of 'homeless people' as though that is what they always were and always will be: branded for life. This label makes it easier for the rest of us, the non-homeless, to talk about them. To make the problem even more manageable we often classify homeless people into groups. This book has sections covering some of these groups, such as Aboriginals, women and youth.

Yet most of the works covered by this comprehensive bibliography do not attempt to define homelessness. They assume the reader is sympathetic with their approach. And by accepting classifications like these, the problem is defined in terms of those directly affected: the victims of the crime, as it were.

To put the question, What is homelessness? at least, gets us one remove from the victim. It is difficult to grasp the subject, it has no clear parameters, not even a generally acceptable definition.

Should we regard homelessness as purely a housing issue? The thrust of the United Nations' effort during the International Year of Shelter for the Homeless (IYSH) was undoubtedly towards shelter and resources to provide adequate housing. There are countless numbers of people in the so-called Third World nations who exist in physical conditions barely conceivable in Australia, and efforts are being made to concentrate resources to their aid. In Australia, too, the federal government saw fit to make the Ministry for Housing and Construction (as it then was) primarily responsible for administration of IYSH projects.

> *A home is not a mere transient shelter: its essence lies in its permanence, in its capacity for accretion and solidification, in its quality of representing, in all its details, the personalities of the people who live in it.*
> (H L Mencken)

Historically homelessness never has been just a housing issue. Throughout recorded history individuals have suffered poverty, dislocation and homelessness as an effect of war, when a country's economy failed, or when agriculture failed. The Bible relates how a young Jewish administrator named Joseph advised the Pharaoh on famine relief measures, and the dislocation of the neighbouring population when their crops failed. A severe famine in the mid-sixteenth century in England was instrumental in the creation of the Poor Laws. Famines, wars and political regimes all over the world at different times have left people in the most wretched conditions.

To many people the term *homeless* means, simply, not having somewhere to sleep; it is frequently taken to mean *houseless*: lacking a roof and four walls. A definition typical of public and government alike is 'no access to secure housing or associated support networks' (Victoria, 1987). When asked to define the word, many people will respond with something like: 'having no permanent roof over one's head.' As a result of this perception, homeless people may be seen as itinerants: those who, from force of circumstance or choice, follow a lifestyle different from the norm.

In contemporary western society a house is a symbol of stability and normalcy; those without a regular place to live are viewed as unstable. This applies especially in Australia. 'Australians

seem to know what they want and it includes a house . . . set in its own garden, a considerable amount of privacy, domestic comfort and an involvement in family life' (Horne, 1968:29). Thus homeless people are perceived as deviants, together with alcoholics; as handicapped, in the same way as invalid pensioners are; as victims of class hegemony, in a convenient basket labelled 'poverty'.

Homelessness has not been a well recognised issue. The major difficulty with homelessness is not what causes it or how to address it, but actually knowing what it is. Evidence for this is, first, the popular misconceived stereotype of a homeless person and the solution to her/his problems; and, secondly, the relatively low level of funding by governments — both in Australia and overseas — for agencies offering services to homeless people. To celebrate Australia's bicentennial in 1988, for example, the federal government allocated $200 million. To mark the International Year of Shelter for the Homeless, 1987, the amount was $1.4 million. In other words, $12.50 was spent on behalf of everyone in Australia for a birthday party, whilst less than ten cents went towards assisting tens of thousands of people who are homeless.

The previous section of this bibliography lists a wide variety of interpetations and comments — and all but one are from Australian sources.

While this work is properly divided into sections of 'factors that may contribute to the condition of "homelessness" (page 39) — being old, in crisis, a drug taker, and so on — it could as well have been presented according to perspectives. For example, political, medical, religious, romantic, legal and subjective, to name what I regard as the major perspectives. Each has its own definitions, its own solutions.

They may be regarded as six conflicting ideologies. I say they are conflicting, but it would be more accurate to say that there is ideological conflict between their adherents. While most of the community will disguise it, the legislator will insist on proscribing homelessness, the medico will try to cure it with science, the cleric will try with faith, the politician will gain votes with it . . . and the person who actually is homeless will give up!

The Romantic Perspective

> Once a jolly swagman camped by a billabong
> Under the shade of a coolibah tree,
> And he sang as he watched and waited till his billy boiled,
> "Who'll come a-waltzing Matilda with me?"
> (A B Paterson)

This romantic vision of the swaggie is a very popular one. Unfortunately, he never existed, except in songs and stories and people's imagination. The reality was much harsher, much crueler. Think of the rest of the song: he'd stolen a sheep, and the settlers were after him. Knowing — or guessing — how bad it would be if he were caught, the song's 'hero' drowned himself.

He had nowhere to go, no one to turn to. His crime was poverty and lack of everything we consider essential. He was homeless: without a home. But do some people want to be this way? ('They're just society's drop-outs. They can't take the responsibility.') Whom can we blame? The homeless themselves? ('They could sort themselves out if they wanted to.') Society? ('People shouldn't let it get to this stage. I blame the teachers.') History? ('There have always been homeless people, and you're not going to change things now.') The government? ('The government really ought to do something about them.') Fate? ('You can't blame her: she was just born unlucky.') And what can we do about it? Indeed, can anything be done? ('How do you expect me to do anything? There's only one of me.')

There are some who say that some homeless people have genuinely chosen their lifestyle. I cannot accept that. I do not believe that such a choice is a free one. By free I mean unhindered by external demands or restrictions. A person might 'choose' to sleep rough because he fears

violence or invasion of privacy in any available accommodation.

The romantic view plays down the problematic nature of homelessness. The popular view of the homeless man used to be — perhaps still is — the tramp (in English folklore), hobo (American) or swaggie (Australian), a somewhat enigmatic figure who chooses a nomadic lifestyle. Banjo Patterson's famous poem, *Waltzing Matilda*, typifies this ethos. The swagman, says the first line, is 'jolly': a happy-go-lucky fellow without a care in the world. But the swaggie never formed part of 'acceptable' society. He was always on the outer . . . the outsider. What is special about this view of homelessness is that it is seen as a self-selected form of deviance — by the observer, who has a home.

The Legal Perspective

> *The law is simply and solely made for the exploitation of those who do not understand it or of those who, for naked need, cannot obey it.*
> (Bertolt Brecht)

Homelessness may be seen as a crime. This is one of the oldest views, reflected continuously in the Anglo-Saxon tradition from the fourteenth century, via England's 16th century *Poor Laws*, to contemporary legislation penalising vagrancy.

Civilised western society has been guilty of the most barbaric forms of punishment for vagrancy. It seems to have been a sort of cathartic expiation for the guilt of allowing poverty: the more wretched the homeless person, the more severe the punishment.

An English Act of 1388 'forbade anyone to relieve able-bodied beggars, or wandering labourers who could not produce a document to prove that they were on the way to a specific job' (O'Connor, 1963). In 1530 beggars were licensed; but those who could not or did not get a licence were whipped or had their ears lopped off. Presumably this treatment did not have the desired deterrent effect for, four years later, vagrants caught for the third time were executed (Wallace, 1968).

There is a popular conception that the social substratum of homeless people highly correlates with the criminal population. Some twenty years ago Alan Jordan undertook a study of homeless men in the Victorian prison system. 'Nearly all of about 900 men who are goaled per annum for drunkenness . . . are homeless' (Jordan, 1966). If drunkenness is a crime in itself, then it would be reasonable to equate the two. Drunkenness and vagrancy are still indictable offences; yet who is the victim?

The Medical Perspective

> Physicians are like kings —
> They brook no contradiction.
> (John Webster, c. 1613)

A third view of homelessness is one of incapacitation through adverse physical or mental conditions, or a combination of both. Basically this is a medical model. People deemed incapable of a normal existence were once placed in asylums supposedly for the benefit both of society and themselves. There are many works linking different combinations of mental deficiency, psychiatric disability, social deviancy, vagrancy and alcoholism. Agencies operating on this premise offer rehabilitation programmes and/or sheltered accommodation and/or occupation, all aimed towards 'curing' the individual.

Research reported in such prestigious journals as *Hospital and Community Psychiatry*, the *Journal of the American Psychiatric Association* (e.g. Roth and Bean, 1986), and the *Proceed-*

ings of the Royal Society of Medicine (e.g. Lodge Patch, 1970), go to some lengths to discuss the morbidity of homeless people — even when the data appear to disappoint the researchers. '. . . respondents showed a relatively low number of symptoms . . . For each symptom area the preponderance of respondents had scores of zero.' And yet: 'The first and most obvious observation is that varying proportions of homeless people do present symptoms that indicate needs for mental health services' (Roth and Bean, 1986: 715–716). '. . . it is possible', surmised an English worthy less than 20 years ago, 'that the homeless hold in common certain personality factors that contribute to the homeless state' (Lodge Patch, 1970:438). I am reminded of drawings depicting personality traits by facial characteristics, of the last century.

The corollary of this perspective is that the medical profession has a powerful influence on political decisions. Indeed, the deinstitutionalisation process which started in the nineteen sixties was based on a reassessment of the conditions and potentials of psychiatrically disabled people and a powerful desire to 'normalise' their lives. New psychotropic drugs enable the medical profession to 'control' patients at home. Sadly, however, the process has gone seriously awry. Politicians heard the specialists' call to empty the back wards, and happily complied, adding up the cost savings. They turned a deaf ear to the demand that community supports be established first. The Richmond Report in New South Wales, 1983, which recommended the establishment of community resources, went largely unheeded. The result has been a huge increase in the proportion of psychiatrically disabled people amongst what has come to be regarded as the 'traditional' homeless.

The Religious Perspective

> *One man finds in religion his literature and his science, another finds in it his joy and his duty.*
> (Joseph Joubert)

A fourth perspective is the homeless person as the 'fallen', one who has lost the common right to salvation. Historically this, too, has a venerable past, going back to the charitable tenets of religions. Today various religious orders and movements of the Christian church (the best known, both locally and internationally, being the Salvation Army) endeavour to bring these fallen back into the fold of society, where they are offered the opportunity to accept the faith being offered them.

' . . . if Christians understand that this world is not our home, we are, in a sense, equally homeless . . . Christians look forward to a heavenly home. At present we are homeless . . . In fact, all people are homeless. We have been since humankind was cast out of its garden home in Genesis 3 (sic) . . . The Psalms make it clear that we can trust in God's faithfulness to help us weather all the storms of this life' preaches the Anglican magazine *On Being* (McMillan, 1987).

To be fair, some practical work is also suggested: 'By ourselves and in our congregations we can reach out to those homeless in our own neighbourhood . . . we can seek to understand more about the plight of the homeless, pray for them and act as advocates for change to bring hope . . . We can support agencies . . . (and) lobby our own government to increase public housing.'

Sister Pauline runs homes in Sydney for the chronic homeless whom she has 'rescued'. 'It's the light-to-light principle — in giving we receive.' Her homes are run 'on prayer, faith and hard work' (Williams, 1987).

The Political Perspective

> *Politics, n. A strife of interests masquerading as a contest of principles.*
> (Ambrose Bierce)

The last interpretation of homelessness — the political one — is that of the innocent victim of society. If we look at some recent social trends we get a very different view of homelessness from the earlier, more personalised, perspectives. These trends include

- A complex set of circumstances has resulted in an acute shortage of rental housing for low income people. Families, especially those with young children, have been given priority for public housing, leaving the single person largely to fend for himself. Even so, there has been an increase of homeless families recently, exacerbating the housing crisis.
- The deinstitutionalization process over the last two decades has meant that psychiatric hospitals now refuse referrals where once they accepted them. Crisis accommodation centres and boarding houses alike are vainly trying to cope.
- Severe reductions of government funds for housing and welfare programmes have meant that voluntary agencies which once provided services are forcing people back onto the streets.
- Increased family breakdowns, domestic violence and child abuse are being reported. It is socially acceptable for people to live together in de facto or homosexual relationships. The breakup of these liaisons, if and when they occur, increases the numbers searching for low cost housing.
- A steady high unemployment rate amongst youth, low skilled workers and minority groups has resulted not only in increased homelessness but for longer periods.

Taking this view, the homeless person did not have a chance to start with: the cards were stacked against her/him, and try as s/he might there is no way that, alone, the situation may be improved. The poor and underpriviledged have always been part of society and always will be. It is an individual's misfortune to be born amongst the 'marginalised' population; that is, those people pushed to the edges of society. The agency response to this attitude is to act on behalf of the oppressed underdog, through attempts at empowerment, advocacy and social change.

The Subjective Perspective

> The most fortunate of men,
> Be he king or commoner, is he
> Whose welfare is assured in his own home.
> (Goethe)

Finally there is the view of those who are identified by others as homeless. 'Homeless' is not a term they would use to describe themselves. Residents in a community house programme run by my agency, Hanover Welfare Services, have said to the service manager: 'Why do you call it services to homeless people? We're not homeless. We live here!'

It is not surprising that researchers do not ask the people found in accommodation shelters whether they consider themselves homeless. The question is meaningless. When asked their needs, their responses are recorded in classic Maslovian concepts: quality in accommodation, financial security, personal freedom and safety, privacy (Arndt, 1983). I suspect, however, that the responses are a function of the surveys. If we look to define needs in terms of personal deprivations, we will get this sort of response.

When they come to homeless persons' agencies, the expressed needs of clients are, indeed, basic. Given enough resources I suppose one could go on meeting these physical needs until they are all met. However, that would not remove homelessness, because it would not enable people to cope with what they then had. Nor would it provide them with the sense of self-worth or motivation, the lack of which seems to distinguish them from the non-homeless. 'There are no quiet times for the homeless . . . (They) lead a permanently stressed existence' (Sargeant, 1987:111).

None of these perspectives is discrete; they often overlap and each offers a view that provides only a small part of an answer to the issue of homelessness. The questions — What *is* homelessness? Who *are* the homeless, and what makes them so? are I think simply unanswerable. Each

of us has his own concept or perspective, and I think that's where it must remain: a personal interpretation.

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Williams, Graham (1987), 'Out of sight, out of mind: the mentally ill we've abandoned', *Good Weekend*, September 25, p. 33.

The Annotated Bibliography: Scope and Arrangement

This bibliography, compiled for the International Year of Shelter for the Homeless, includes Australian documents specifically indexed under the subject 'homelessness'. The documents, taken mainly from FAMILY Database, are each accompanied by an abstract or indicative statement about their contents. The bibliography is arranged in two sections.

FAMILY *Database* lists only material published since 1980. However, a number of relevant documents on homelessness published since the mid-1970s are included to give coverage to the decade preceding the International Year of Shelter for the Homeless.

The first section lists items (from 1974) specifically about homelessness; they are arranged in chronological order beginning with works published in 1987. The second section lists other Australian publications which relate to factors that may contribute to the condition of 'homelessness' and documents relating to particular populations in danger of falling into homelessness. Documents on the various populations in danger of falling into homelessness. Documents on the various populations at risk reveal the vulnerability of people, who in times of economic hardship, . . . 'drop into the great ocean of displaced, lost, homeless people who are tossed about from place to place, searching for a toe-hold . . .' Documents in Section 2 appear under specific subject groupings and are listed in alphabetical order by author.

Interspersed with the bibliography are four feature articles from the *Age* newspaper which were written during the International Year of Shelter for the Homeless. And throughout the pages, there are highlighted quotations from the works listed which seem to illustrate succinctly what homelessness is all about. Indeed, many writers refer to the difficulty of putting their finger on the exact nature of homelessness and the danger of defining homeless people and creating yet another inaccurate stereotype.

The final section gives readers clues on where to search for other works on the subject, both in the overseas and the Australian literature. For Australian works, the reader could consult FAMILY *Database* from which most of the documents listed in this bibliography were taken.

What is FAMILY Database?

FAMILY database is a computer-based information system developed by the Australian Institute of Family Studies. FAMILY contains references to publications about Australian families and matters that affect their well-being. Subjects span a number of disciplines in the social sciences and law and include sociology, psychology, demography, statistics, and economics. The publications indexed are Australian in origin, by Australian authors or about Australian situations. FAMILY contains information from 1980 onwards, the year the Australian Institute of Family Studies was founded.

Further information about the work of the Australian Institute of Family Studies and its FAMILY database and about using the search services of the Institute's Family Information Centre can be obtained by telephone (03) 608 6888 or 608 6871.

SECTION 1

AUSTRALIAN PUBLICATIONS ON HOMELESSNESS

'A home is about security, a place to withdraw to, safe from the unkind world. Homelessness is vulnerability, more so for women.'

Robyn Dixon, 'Lost on the street', *The Age*, 1 August, 1987.

□

'. . . none of these problems (unemployment, alcoholism, itinerant lifestyles, financial hardship) of homelessness . . . is unique to "homeless" people or common to all of them, and perhaps they are best approached individually rather than as components of a supposed syndrome.'

Report of the National Committee for the Evaluation of the Youth Services Scheme, 1983.

□

'Because many people in need have housing problems, it is too often assumed that if you fix the housing you are well on the way to fixing the problem.'

Annette Gallard, 'Crisis accommodation: a necessity or a cop-out for a real allocations system', IN *Shelter: National Housing Action* Vol. 3, July 1987, p. 25.

□

HOMELESSNESS

Arrangement of documents: The documents in this section start with reference works and bibliographies followed by documents published in the International Year of Shelter for the Homeless and preceding years, arranged in chronological order. Within each chronological group, the items are listed by authors, in alphabetical order. The publications indexed are Australian in origin, by Australian authors or about Australian situations. Each document is accompanied by an abstract which gives a summary of the work.

BIBLIOGRAPHIES AND REFERENCE WORKS

AUSTRALIA. Department of Community Services
Statistical supplement to the report for the period 13 December 1984 to 30 June 1985.
Canberra, ACT: Australian Government Publishing Service, 1986, 37p, tables

Statistics are divided into four sections. 1) Community Programs Division - statistics provided cover the States Grants (Home Care) Act, Delivered Meals (Subsidy) Act, Handicapped Persons Assistance Act, and Handicapped Children's Benefit. 2) Residential Programs Division, with statistics relating to the Aged or Disabled Persons Homes Act and the Aged or Disabled Persons Hostels Act. 3) Office of Child Care, relating to the Children's Services Program. 4) Commonwealth Rehabilitation Service.

AUSTRALIA. DEPARTMENT OF HOUSING AND CONSTRUCTION. Central Office Library
Homelessness and inadequate housing in Australia.
Canberra, ACT: Department of Housing and Construction, 1984, 34p.
Bibliography/ Australia. Department of Housing and Construction; no.8)

This bibliography includes monographs, journal and newspaper articles, and conference proceedings, post 1970, which appear to contain valuable information relating to the housing needs of disadvantaged groups in Australia. Entries are arranged alphabetically, into 19 subject groups. An author index and corporate author index are included as appendices.

AUSTRALIA. PARLIAMENT. SENATE STANDING COMMITTEE ON SOCIAL WELFARE
Report on homeless youth.
Canberra, ACT: Government Printer, 1982, xiv, 120p, tables. (Parliamentary paper; no.231/1982)

Reports on the background and conduct of the inquiry into homeless youth, examines the nature and extent of the problem, provides a strategy which it urges both government and community, particularly family, to acknowledge and recognize, and makes recommendations under the headings crisis accommodation, beyond the youth refuge, and youth unemployment and income security. Looks also at a number of youth and other related government programs, and briefly considers the issue of shared responsibility between Commonwealth and states.

COOPERS AND LYBRAND W D SCOTT
Study into homelessness and inadequate housing.
Canberra, ACT: Australian Government Publishing Service for the Department of Housing and Construction, 1985, 2 vols, tables, figures

This work (volume one presents findings of the study, volume two sets out data sources used and includes an extensive bibliography) reviews existing information on the extent of homelessness and inadequate housing in Australia, and, in addition, attempts to identify major deficiencies in the supply of appropriate accommodation for various groups. Chapters provide information on: evidence of need; demand; supply; groups in need: itinerants, low income families, women, single-parent families, young people, single people, the aged, Aboriginals, migrants, disabled persons, caravan dwellers; government policies and programs; evaluation of major programs; issues and policy choices.

DIARY of Social Legislation and Policy, 1980 to 1984
Melbourne, Australian Institute of Family Studies, in cooperation with National Institute of Economic and Industry Research and Social Welfare Research Centre, 1980 - 1984, 5 volumes, varying pages.

The Diaries summarize legislative and administrative changes made by the Commonwealth government in social security and welfare, employment, family law, immigration, housing and health. The main policy changes at State level for social security and welfare are also covered. Of particular interest to a study of homelessness is the section which details changes made to homeless persons accommodation assistance programs and to housing policies. Each annual Diary is accompanied by a detailed index of subjects, personal and corporate names, Acts, and names of official programs and committees.

PORTER, R
Report on the International Year of Shelter for the Homeless.
Shelter: National Housing Action v.3 Jul 1986: 23-24

The establishment and role of an International Year of Shelter for the Homeless (IYSH) Secretariat within the Federal Department of Housing and Construction is described, and projects recommended for Federal IYSH funding in 1985/ 86 by the National Committee of Non- government Organisations are listed. Also listed are projects submitted by the Commonwealth and State Committee of Officials.

VICTORIA. MINISTRY OF HOUSING
Green paper on housing in Victoria.
Melbourne, Vic: Ministry of Housing, 1980, 92p.

The purpose of this Green Paper is to explain the social and economic changes affecting housing and its use, and to develop new responses to new challenges. It sets out alternative policies, and is intended to catalyse community discussion of these alternatives and of their implications. Sections cover: setting the scene; incomes, needs and choices; finance for housing; housing planning and production; provision and management of rental housing; provision and management of housing for special groups (homeless, Aborigines, aged, migrants, disabled); planning and co-ordination of public policy; alternative strategies. The aim of the Victorian Ministry of Housing is briefly summarised, the most feasible options being discussed. Although listed as Volume 1, the planned Volume 2 was never printed.

DOCUMENTS PUBLISHED 1987

DALTON, T
IYSH - yet another international year.
Australian Social Welfare Impact v.17 Mar 1987: 6-8

The United Nations has designated 1987 the International Year of Shelter for the Homeless in a world- wide effort to develop plans and programs to improve shelter and neighbourhoods for people who are homeless or inadequately housed. In Australia, the focus is on housing needs and issues, and efforts which need to be made to secure ongoing commitment from the Federal Government to support, both financially and politically, the policy and program development work of the non- government sector. An increasing number of Australians are homeless or inadequately housed; indicators supporting this are described. The potential for the IYSH program in the Australian context is discussed in relation to Australia's housing policy and needs.

GEVERS, L
We need houses too: report to the Western Australian Committee of the Youth Supported Accommodation Assistance Program on the supported accommodation and assistance needs of homeless young people in Western Australia.
(West Perth, WA): (Youth Accommodation Coalition of WA), 1987, 129p, tables

The stated aim of the Youth Supported Accommodation Assistance Program (YSAAP) is to provide a range of supported accommodation and related services to people aged between 12 and 25 who are homeless and who need assistance to move towards independent living or other appropriate accommodation. In 1986 the Western Australian YSAAP Committee allocated funds for this study, which examines gaps in YSAAP funded services; determines a method for identifying geographical areas of need; establishes a priority listing of unmet needs; describes appropriate models to meet unmet needs. The study comprised a formal user survey, an informal user survey, and an informal staff and community group survey (questionnaires and interview schedules appended to report). Conclusions drawn include that the stated aim of YSAAP is thwarted by young people's lack of access to independent accommodation. A situation has developed where YSAAP services are forced to support people in homelessness rather than support people through homelessness. Some ideas towards accomplishing changing this situation are given.

Homeless youth: as street workers see it.
CSV Links no.15 Mar 1987: 4-5

The Inner City Street Kids Project was established in 1983 to work with young people who are or may become 'street kids'. Staff go out in pairs and walk around the streets of St Kilda and the Melbourne city area until after midnight making contact with young people in their own territory. Emphasis is given to under 16 year olds and priority is placed on finding newcomers to the street and linking them back to their own communities before they start to identify with the smaller 'hard core' and take part in their activities. The main aim of Project contact with any young person is to reduce the risks to which they may be exposed. If returning home is not an option, emergency accommodation is sought.

MAAS, F
Keeping income support on the youth policy agenda.
Youth Studies v.6 Feb 1987: 2-5

Examines the antecedents to the Young Homeless Allowance (YHA) and discusses possible unintended outcomes of the scheme. Possible modification to youth income arrangements generally are suggested, including the introduction of a Commonwealth- State allowance payable to carers for unsupported young people age 16; the liberalisation of eligibility tests for the independent rates of AUSTUDY and unemployment benefits; the retention of a universal component for families with unemployed or student youth at home, being progressively transferred to the child as age increases; means- tested allowances in addition to a universal component, with the assessment being 100 per cent on family income at age 16 and progressively transferred to the individual's income; a reasonable income free zone to allow for part time earnings.

STILWELL, F
The housing crisis, squatters and the state: the Glebe estate experience.
Urban Policy and Research v.5 Jun 1987: 73-79

This article analyzes policies towards public housing in the Glebe area of Sydney. Particular attention is paid to the conflict between squatters and the state, culminating in the use of police in enforcing evictions. The specific issue of squatting is interpreted in the broader context of a) the general housing crisis and b) the theory of urban social movements.

VINCENT, C
Our missing children: summary of a report on teenage runaways.
Youth Issues Forum v.2 Apr 1987: 21-23

Summarises a report on teenage runaways with particular reference to the situation in Victoria. It notes reasons for running away, the length of time away from home and intervention methods.

DOCUMENTS PUBLISHED 1986

CAMPBELL, R; LOMBARD, G
Special benefits and youth.
Legal Service Bulletin v.11 Feb 1986: 38-39

Explains why the January 1986 decision in test cases taken to the Administrative Appeals Tribunal by the Sydney Welfare Rights Centre is likely to hasten the introduction of the Young Homeless Allowance, one of the elements of the Government's Priority One youth allowance structure. The Welfare Rights Centre estimates that there are between 2000 and 5000 secondary students who could benefit from the Tribunal's decision.

CARLISLE, W
Lost in Australia.
Australian Society v.5 Jun 1986: 33-34

Refers to statistics and recent research to show that `for young people the reality that joblessness equals homelessness equals poverty could never be more stark than at present'. Describes the factors that combine to force young people out of housing, and criticises the inadequacy of income support for young people, and the lack of funding, resources and consultation allocated to youth housing needs.

COUNCIL TO HOMELESS PERSONS (Vic)
A study of homeless women: focussing on the accommodation and support needs of women with alcohol and drug addictions and women with psychiatirc disabilities.
Melbourne, Vic: Council to Homeless Persons, 1986, 76p, tables

The accommodation and support needs of a select group of homeless women and the gaps in service provision to that group are the subject of this exploratory study. A questionnaire was distributed to 170 Victorian government and non-government agencies. Homeless women with alcohol and drug addictions and with psychological disabilities were interviewed and some further information was gathered through an informal phone-in. Responses were also gathered from women in rural areas, family abuse victims, single mothers and elderly women. The study found that women from the target groups represent a significant proportion of those turned away from services offering accommodation and that their special needs are not being addressed. The report indicates that there is a lessening availability of affordable private accommodation and a decrease in public/ general housing. It recommends that the number and range of accommodation options be increased, including improved child care facilities and the introduction of accommodation or houses specifically for women. Social support groups, counselling, financial aid and employment opportunity programs are all seen as necessary to improve existing services. Important issues highlighted are the attitudes of carers, privacy and the avoidance of dehumanising, institutionalised situations. Appendices to the report include the questionnaire, the interview schedule and a list of agencies receiving the questionnaire.

POPP, R
The Young Homeless Allowance: a review.
Youth Studies v.5 Nov 1986: 2-6

The Young Homeless Allowance was introduced in June this year with the aim of financially assisting 16 and 17 year olds who were forced to leave home, or who had no home. While acknowledging the overall benefits of the scheme, the author points out some of the deficiencies and anomalies in its operation, especially the limited amount of the benefit, its failure to apply to 15 year olds, and the restrictive eligibility provisions.

Homelessness and inadequate housing on Thursday Island.
Australian Social Welfare Impact v.16 no.6 Oct 1986: 11

The first round of funding for International Year of Shelter for the Homeless (IYSH) Projects saw only one application for funding from Queensland approved ... the Queensland Council of Social Service proposal to carry out research into homelessness and inadequate housing on Thursday Island in the Torres Strait. The proposal to IYSH was a direct response to requests from Torres Strait Islanders for assistance in highlighting housing related problems on Thursday Island and in the Torres Strait generally. Very little information exists about inadequate housing from the Islanders' perspective, and the research proposal is designed to fill this gap by concentrating heavily on community consultations and qualitative data to flex out the existing statistical map of the region.

MAAS, F
Unsupported students: on the outside.
In: Student Assistance Policy Seminar (2nd: 1985: Canberra, ACT).
Student assistance for the disadvantaged: practice and prospect. Canberra, ACT: AGPS, 1986, p99-112 (Student Assistance Policy series)

In January 1985 the Australian Institute of Family Studies was commissioned by the Commonwealth Department of Education to undertake a study into the assessment of the needs of unsupported students. This paper summarises findings of the study, which included a review of the homeless youth literature and a survey of 28 youth accommodation services in all States and Territories. Author describes who unsupported students are; how many there are, and current provision made for them, reviewing the Secondary Allowances Scheme (SAS), the Tertiary Education Assistance Scheme (TEAS), and the Transition Allowance (TA). New arrangements announced in the 1985- 86 Budget are discussed, and three concerns that will continue to pose vexing problems identified to be those of adequacy, eligibility for assistance if unsupported, and the development of new adverse incentives.

MEERTENS, P
Outer east housing: needs study.
Croydon, Vic: Outer East Regional Housing Council, 1986, 166p, tables, figures

Part A of this report (of which a twenty-page summary is also available) outlines the major demographic and economic changes affecting housing demand in the outer east region of Melbourne, Victoria. Discussion includes employment, unemployment and income and their implications for housing. Housing requirements of specific groups within the community are considered, including aged persons, youth, one parent families, and caravan park residents. Part B considers different aspects of housing supply including current supply, recent trends and factors influencing housing provision. Part C outlines the major housing problems faced by the residents of the region: affordability, housing quality, location of housing, under and overoccupancy, homelessness, mismatch between supply and demand. Recommendations are provided for action by various government and community agencies in order to work towards appropriate solutions. Appendix 1 presents results from a 1985 survey, regarding low income housing demand, of the main community agencies operating within the outer east region.

WATSON, S; AUSTERBERRY, H
Housing and homelessness
North Ryde, NSW: Methuen, 1986, 192p

Written by two researchers from the Australian National University, Canberra, the book explores housing issues and women's role within the family. The book discusses how society defines and creates housing needs and how some forms of households, such as those of single women, are excluded from housing.

DOCUMENTS PUBLISHED 1985

CARTER, T
Rural and isolated youth.
Australian Social Welfare Impact v.15 Mar 1985: 26-27

Rural and isolated young people face the complexity of problems young city people do, including poverty, homelessness and unemployment. Author outlines additional problems faced specifically by those living in the country and shows how these additional factors affect the broader issues, leaving rural and isolated youth in a particularly disadvantaged position.

CONNELL, H M
Adolescence.
In: Essentials of child psychiatry, chapter 13. Melbourne, Vic: Blackwell Scientific Publications, 2nd edition, 1985, p282-316

This chapter discusses: psychological development during adolescence; psychiatric disorders in adolescence (includes a section on anorexia nervosa); drug abuse in adolescence, describing predisposing factors, detection, prevention, substances used, glue sniffing; physical handicap in adolescence; psychosocial problems of adolescence, briefly describing unemployment, homelessness, schoolgirl pregnancies, suicidal behaviour; working with adolescents.

FORSYTH, A
Singular women: housing for low-income single women without dependants.
Armidale, NSW: Social Impacts Publications, 1985, v, 116p, tables, ill.

This report identifies the housing requirements of single women without dependants, aged 25 to 55 years, living in the Sydney region, who are eligible for public housing. The report looks at single women and housing from various points of view: from previous research, statistical data, and through case studies of single women and their housing experiences. The demographic analysis confirmed the original hypothesis that single, low income women without dependents are a growing and significant group. The literature review deals with issues such as the traditional emphasis on housing for families; homelessness; the meaning of home for women; their place in the larger environment. Design recommendations for single person housing are presented as a series of pattern guidelines.

FUSION AUSTRALIA
White paper on familylessness.
Mornington, Vic: Fusion Australia IYY Administration, 1985, 10p, appendices

100,000 people will be looking for a place to sleep tonight in Australia. A large proportion of that 100,000 consists of young people between the ages of 14 and 25. This paper considers reasons for youth homelessness, particularly the fact that the family unit is losing its cohesiveness and unity and is less able to cope with pressure and conflict. Explains what is meant by `familylessness', stresses the need for consensus on primary values in order to humanize our social institutions and our personal relationships, and suggests a major priority throughout the Australian community should be

the encouragement of the process of re-tribalization, where surrogate extended families can be brought into being through considered neighbourhood and community development.

FUSION AUSTRALIA
White paper on unemployment.
Mornington, Vic: Fusion Australia IYY Administration, 1985, 8p, appendices

As of January 1985, 9.3% or 640,000 Australians were surveyed by the Australian Bureau of Statistics as being out of work. Hidden unemployment most probably makes the real figure twice that. Of 15-19 year olds, more than a quarter of those seeking employment cannot find it. The national ratio is around 35 young people registered as unemployed for every vacancy, running to 600:1 in extremes. This article considers reasons for the unemployment problem, blaming economic growth theory in particular, and personal greed and self-centredness. Recommends a different perspective, that of its being an 'employment problem' rather than an 'unemployment problem'. Looks at areas and ways in which employment can be generated, suggesting that a shrinking employment problem could result in a disappearing education and youth homelessness problem. Describes an ancient Hebrew system of vocational apprenticeship, on which a new brand of apprenticeship in professional and technical work could be modelled. Advocates an employment summit to plan and implement a bi-partisan programme to eradicate youth unemployment.

LOW, N; CRAWSHAW, B
Homeless youth: patterns of belief.
Australian Journal of Social Issues v.20 Feb 1985: 23-34

The authors suggest that policy on youth homelessness can only be fully understood if the beliefs and perceptions of the policy makers are first explored. As part of a study in Melbourne in 1981 for a group of voluntary agencies, to discover the causes of youth homelessness, the authors interviewed policy makers and providers of youth services. Responses were measured against two belief systems labelled 'conservative' and 'radical' and a number of hypotheses and implications explored.

LOW, N P; CRAWSHAW, B W
Youth without housing: patterns of exclusion.
Australian Quarterly v.57 nos.1 and 2 1985: 77-84

In examining reasons for youth homelessness, authors stress that the problem is one of poverty, and postulate a social mechanism which, when resources are reduced, squeezes out those members of society least able to defend themselves. At the same time mechanisms of legitimation come into play which make such exclusion acceptable to the public. Those young people who are excluded from family housing for one reason or another then face exclusion from rental accommodation; exclusion from most public housing in Australia; shortage of emergency housing, and also a process of exclusion (e.g. those in trouble with police, or with a drug problem). Against those who offer the ideology of the family, it can be argued that there have always been and will always be some families who do not match up to society's expectations. Even within the bounds of liberal democratic ideology it is no longer legitimate to argue that such families should be compelled to fulfil their role even at the cost of the suffering of their children. Arguments used to legitimate the status quo are frequently contradictory and inconsistent, serving the vested interests of the powerful.

NEWMAN, A
Youth and special needs accommodation.
Independence v.6 Spring 1985: 35,37,39

Discusses issues relating to the special accommodation needs of mentally and emotionally disturbed youth, a group which frequently falls into the 'homeless youth' category. Author describes the present lack of facilities and outlines the needs of this group.

TIVER, A
Room for young people.
Community Quarterly no.3 Mar 1985: 30-35

Accommodation, along with employment, are vital concerns for young people. This article reviews the various housing options available to young, homeless people in Melbourne; for example, youth refuges, Family Placement Scheme, Housing Advice Assistance Service, Singles and Sharing Scheme and the Youth Housing Program. It also discusses the importance of young people maintaining control over their own housing and looks at how this objective can clash with the other basic objectives of providing support and skills development.

U'REN, R
Heading where?: A Hanover Welfare Services Position Paper on Homelessness and the development of services.
North Melbourne, Vic: Hanover Welfare Services, 1985. 8p.

Describes the meaning of homelessness and the social processes involved in creating homelessness. The paper suggests a number of areas that require attention to assist isolated and itinerant people.

VAN REYK, P
Shelter or the streets: young people and the housing crisis.
Australian Social Welfare Impact v.15 Mar 1985: 16-17

Outlines the remarkably consistent profile of users and potential users of youth accommodation services indicated by data collected over a number of years from a variety of sources, and stresses that lack of income and lack of employment are the two fundamental barriers to young people securing affordable, adequate and permanent, or at least long-term, housing. Refers also to the young's need for independence, and difficulties in securing rental housing.

DOCUMENTS PUBLISHED 1984

AUSTRALIA. PARLIAMENT.
Homelessness - a capital problem: report of a committee of inquiry into homelessness and inadequate housing in the ACT and surrounding regions.
Canberra, ACT: Australian Government Publishing Service, 1984, vi, 218p, tables

This report of the committee of inquiry into homelessness and inadequate housing describes the special conditions in Canberra and Queanbeyan; who the homeless are and why they are homeless; provision and policy - availability,

and gaps. It sets out aims for housing policy, and makes specific policy recommendations which reflect those aims. Appendices include a housing policy overview; welfare and income support policy overview; pilot survey findings; analysis of the ANU Canberra Population Survey 1978; analysis of housing Branch priority applicants; ACT residential rental accommodation costs.

GORMAN, A; SARKISSIAN, W
Public housing for single people: problems, resources and options.
Armidale, NSW: Social Impacts Publications in association with the Housing Commission of NSW, 1984, 188p, appendices, tables.

Many single low income persons have pressing and desperate housing needs. The impact of the housing market and planning and urban development issues which affect access to housing for single low-income persons is addressed in this report. A background to housing need in New South Wales is provided, and major groups in need of housing identified: youth, women and other low income single adults such as homeless men, homeless people with chronic psychiatric problems, aged single people, physically disabled people, ex prisoners and Aboriginal people. Programs which operate to meet their needs are described. Issues of research, information, participation and the role of local government are briefly addressed. Findings and recommendations are summarised and new directions and principles which emerged from the study are outlined.

KAYE, M; WELCH, D; BUCKLE, Q
Young women and housing: a response to the crisis accommodation review and Commonwealth State Housing Agreement negotiations.
Collingwood, Vic: Young Women's Housing Collective, 1984, 16p

This paper describes the extent of homelessness amongst young women, the particular problems facing young women as compared with young men, and the inadequacy of presently available housing options for young women. Conclusions and nine recommendations are presented.

LOW, N P; CRAWSHAW, B W; MATHEWS, S
No fixed address: and investigation into factors contributing to youth homelessness in the outer region of Melbourne: a report to the Outer East Youth Needs Group.
Heathmont, Vic: Outer East Youth Needs Group, 1984, 250p, tables

This study investigated youth homelessness in the outer east region of Melbourne, and is based on: 1). interviews with 40 young people who were experiencing accommodation difficulties; 2). interviews with 23 people who make and contribute to public policy concerning youth and who provide accommodation services for young people; and 3). analysis of data from the Outer East Youth Accommodation Service. The authors conclude by providing comments on characteristics of homeless youth, homelessness and distributional poverty, and approaches to policy-making, making a range of recommendations.

McDERMOTT, J
Half a chance: the evaluation of the Northcote Accommodation Project.
Fitzroy, Vic: Brotherhood of St Laurence, 1984, 112p, tables.

This report charts the progress of the Northcote Accommodation Project (NAP) between 1981 and May 1983. Established by the brotherhood of St

Laurence as one in a series of demonstration programs, NAP provided medium-term housing for homeless disadvantaged youth between the ages of 16 and 19 years. The project aimed to bridge the gap between emergency accommodation and the public and private accommodation resources in Northcote using a developmental approach, which hoped to empower service users through participation in house management. Service providers who are improving existing or establishing new services will find the report useful as it focuses on identifying factors responsible for the relative success or failure of each service in the demonstration program. In particular, Chapter 15 compares the history of NAP and the Family Centre Projects 1971-74, the service on which NAP was modelled. Chapter 3 examines the selection of residents, their turnover rate and details of their stay; others evaluate various house management techniques and program options; staffing; the position of NAP in the community; accommodation patterns of NAP residents and housing options in Northcote. Tables give background information of NAP residents and their stay at the service, referral sources, and family domicile. The report concludes with ideas for improving community-based housing for disadvantaged youth. Recommendations are made regarding staff roles, the selection of new tenants, house management techniques and service evaluation.

SUSSEMS, S
City of Melbourne and homeless people: a report submitted to the City of Melbourne.
Melbourne, Vic: City of Melbourne, 1984, 152p, tables, appendices

Commissioned by the Melbourne City Council, this report is intended to provide a comprehensive investigation of homelessness within the Melbourne Municipal area, and to determine and recommend an appropriate role for the City of Melbourne to play in alleviating the problems of homeless persons. The information presented is based on a literature review, consultation and submissions. Sections on homeless youth, homeless families and homeless single men and women each describe the causes of homelessness, profile of the homeless, and accommodation services and housing options. The role of local government is also described, and a series of recommendations is made for consideration by the Melbourne City Council. Appendices include a copy of a submission to the Federal Government on Melbourne's housing crisis, and data on apartment and rooming houses within the Melbourne Municipality.

DOCUMENTS PUBLISHED 1983

GOODE, K
The family way to help young offenders.
Australian Society v.2 Feb 1983: 11-12

The Intensive Neighbourhood Care (INC) scheme, run by the Department of Community Welfare in South Australia, is described. Homeless children, runaways, petty offenders and children on the fringes of the drug scene are placed in Inc families for up to 12 months. The families receive about $180 a week for taking care of an INC child, and a support person (usually a social worker) is assigned to each family. Possible influences on the children of families which take on another child through the INC project, and effects on the parents are discussed. Victoria is now setting up a similar scheme.

HANCOCK, L; BURKE, T
Youth housing policy.
Hawthorn, Vic: Centre for Urban Studies, Swinburne Institute of Technology, 1983, 382p, figures, tables. (Final report/ Swinburne Institute of Technology, Centre for Urban Studies.) (Australian Housing Research Council Project; no.123)

Final report of a study of the housing needs of homeless youth. Sections cover: (1) Introduction; (2) Background: youth unemployment: profile of homeless youth; (3) Supply: government funded youth housing programs, noting gaps in government funded services; (4) Supply: the private rental market; (5) Youth's housing needs and preferences, specifically: homeless youth; state statutory clients, based on a sample of statutory and voluntary hostels in Melbourne; tertiary students; urban youth, data being drawn from interviews with youth in Melbourne and Sydney; (6) Rural youth - the Upper Murray Region; (7) Overview - youth's housing risk and housing needs; (8) Youth housing - policy context and recommendations.

LUBY, S
Youth homelessness: causes and issues.
Compass Theology Review v.17 1983: 1-7, tables.

Melbourne's outer eastern region, is an area in which 45 per cent of the population is under 25 years of age, youth unemployment is increasing and the 15-19 year old group is expected to increase by a further 16 per cent by 1993. Youth workers in the area are concerned that at present they are only able to meet 30 per cent of requests for emergency youth accommodation. Based on the experience of service providers operating under the direction of the Outer Eastern Youth Needs Group, (YNG) this article briefly outlines major situational and structural causes of youth homelessness, examines evidence indicating the existence of a `homeless and delinquent' subculture and assesses the long term effects of youth homelessness. The Outer Eastern YNG, a service co-operative, provides emergency and medium term accommodation for 15-19 year olds in the region. The role of the youth worker is discussed noting the significance of delinquent, deviant peer groups in determining youth behaviour patterns and expectations. Includes tables of factors influencing youth homelessness. This article provides an overview of the situation in the outer eastern region of Melbourne, Victoria; and some practical advice for service providers.

NATIONAL COMMITTEE FOR THE EVALUATION OF THE YOUTH SERVICES SCHEME
One step forward: youth homelessness and emergency accommodation services; report.
Canberra, ACT; Government Printer, 1983, 91p.

Report evaluating the effectiveness of the government Youth Services Scheme programs for housing and accommodation for youth.

SAANZ '83: conference papers summaries.
Melbourne, Vic: Melbourne College of Advanced Education, 1983, unpaginated

Reports on workshops planned for the Sociological Association of Australia and New Zealand Conference in 1983, and provides summaries of papers to be presented. Topics covered by the summaries include the needs of homeless men, juvenile delinquency, unemployment research, sexual division of labour, technological change, migrant women in a rural community, education, and women's issues and studies.

SELBY, J; HALL, A
The life styles of four groups of elderly people in the inner city area of Brisbane.
Australian Journal on Ageing v.2 Nov 1983: 16-21

Arbitrarily selected data from a study of the life styles of elderly people in Brisbane. Health, social adjustment and general life styles are examined within certain sub-groups, including Chinese and the homeless.

DOCUMENTS PUBLISHED 1982

BRADFIELD, J
Transitions: a report on the Youth Services Programme in New South Wales.
(Sydney, NSW): Social Research and Evaluation Ltd, 1982, 234p, tables

Sections of the report cover: evaluation aims and methodology; the origin and establishment of the Youth Services Programme; goals, objectives and scope of the programme; administration and funding; the services; youth refuge workers; community management of services; the residents/ users; the Youth Refuge Association; directions for service development; summary and conclusions. The programme was initiated as a result of both State and Commonwealth government concern for the problem of homelessness facing growing numbers of young people. In an economic climate with high youth unemployment, a rising cost of living and a critical shortage of housing, young people are extremely vulnerable, and in many cases this vulnerability manifests itself in the phenomena of chronic homelessness and poverty. The Programme has provided essential services to many young people in crisis, however, the guidelines of the Programme explicitly exclude medium and long term accommodation services from funding eligibility. This demonstrates the limitations of the Programme in addressing the shelter and support needs of young people over time. In order to ensure an efficient and effective meeting of the Youth Services Programme's goals the Programme urgently needs to be upgraded.

BROWN, C; BRUNT, D
Responding to young people as if they really mattered: reflections on the development and work of 'the Haven' 1970 - 1981.
Australian Child and Family Welfare v.7 no.3 1982: 9-15

This paper seeks to describe the development of one Brisbane based programme and its search for appropriate responses to the suffering of contemporary youth. Difficulties associated with drugs and alcohol form its major area of concern. The review looks at how people were convinced that the problems manifest by such young people were real and demanded attention; how a base of support was established; how resources were generated; and how such a programme is planned, implemented and evaluated.

CONLEY, M
The 'undeserving' poor: welfare and labour policy.
In: Kennedy, R, ed. Australian welfare history: critical essays. South Melbourne, Vic: Macmillan, 1982, p281-303.

This chapter argues that it is important to separate the unemployable from the labels attached to them, so as to explain the logic of state policy and

legislation as it has affected their lives. Since the unemployable first became the object of government policy in 1820 little has changed for them ... and they have thoroughly internalized their labels, so that they now believe they are hopeless cases and that the reason for their situation is quite possibly their own fault. Our first unemployables were much more likely to have blamed the economic system and its attendant class system for their plight. Traces the history of the unemployable group in New South Wales and the efforts made to improve their lot, highlighting continuing problems such as homelessness, and the fact that 'there is no continuing policy for the unemployable except to keep them quiet and stop them interfering with the economic process'.

FOPP, R
Unemployment, youth homelessness and the allocation of family responsibility.
Australian Journal of Social Issues v.17 Nov 1982: 304-315

The paper discusses two issues relating to youth homelessness. The first concerns the accommodation expectations for 15 to 17 year olds to reside at their parents' home, which is encouraged by the existing government's policies, and the non-indexation of the unemployment benefit for single 16 and 17 year olds. Assumptions about family responsibility are also discussed and linked with assumptions about family dependency. The second concerns the establishing of a minimum data base from which the quantification of the number of homeless youth can begin. Additional data available, however, suggests that the numbers of young people who might be expected to experience difficulty finding accommodation is much higher than first thought.

HANCOCK, L
Youth workers perceptions of youth housing needs and preferences: government funded responses to youth homelessness and the accessibility of different categories of youth to adequate, secure, affordable housing.
Hawthorn, Vic: Centre for Urban Studies, Swinburne Institute of Technology, 1982), xx, 150p, tables. (Report no.1/ Swinburne Institute of Technology, Centre for Urban Studies) (Australian Housing Research Council project; no.123).

This study examines government-funded responses to youth homelessness in Victoria and New South Wales and investigates youths' housing needs and preferences and their access to affordable, secure, adequate and satisfactory housing. The study is focussed around 57 interviews with youth accommodation workers in three different sorts of services: (1) Youth Services Scheme (YSS), youth refuges and youth accommodation services; (2) statutory and voluntary hostels; (3) tertiary student housing services. Shared problems as well as significant differences between the groups are discussed, and recommendations are listed.

NICHOLS, A
Twelve hits at society's myths.
Australian Society v.1 no.1 1982: 21-22

The Victorian Government's task force on income security is getting ready to issue its report. Findings are set out in relation to the following common Australian myths about social security: poverty cannot be defined because it is a relative concept; the poverty cycle cannot be broken; the

poor are bad money managers; most of the poor are homeless derelict old men; the welfare budget is fully stretched and cannot be extended; pensions and benefits must be directed on a needs base to reach the very poor; the supporting parent benefit encourages single girls to get pregnant; the Federal Government social security budget is getting bigger all the time; all the poor need is a small lift in the level of pensions and benefits; minorities such as handicapped persons are now being looked after by the system; cash in the hand is what the poor want, not superannuation, taxation and fringe benefits; leave it all to the Government, they know best.

SIMMONS, P; McKENZIE, A
Trace a place: a youth accommodation service: evaluation report of the pilot Project December 1981 - May 1982.
Parkside, SA: Youth Council Inc, 1982, 126p, appendices, tables

This report documents the results of the evaluation of the first six months of operation of the Trace-A-Place youth accommodation service initiated by the Service to Youth Council Inc. in South Australia. The basic objective of the service was to assist young people with accommodation or accommodation related problems by providing information, support, counselling and other appropriate services. Another function of Trace-A-Place was information-gathering, and the report presents information on the problem of youth homelessness and youth housing generally.

DOCUMENTS PUBLISHED 1980 - 1981

AUSTRALIAN HOUSING RESEARCH COUNCIL
Women in last resort housing: final report: Australian Housing Research Council, Project No.46.
Australia. Department of Housing and Construction, 1980, 330p.

Commissioned by the Australian Housing Research Council, this study examine the housing needs of women, in particular lone mothers and the services provided by womens refuges. The priority allocation practices of the State Housing Authorities are also considered. Project objectives were to identify problems faced by refuges and to consider alternative means of service provision; to assess the effectiveness of the housing services and administrative mechanisms; and to make recommendation on new policies or programs and to give particular consideration to pilot or experimental schemes. The report is divided into four sections. The first examines the needs and characteristics of lone mothers, focusing on housing problems. The second examines the role, development and organisation of refuges and the results of a survey assessing the characteristics, needs and problems of 265 residents from twenty refuges around Australia during the period August to October 1977. The third section examined the policies and practices of housing authorities. Section four draws together the results of the study and makes recommendations including policy options for improving the assistance to refuges and their residents and guidelines for the creation of a National statistical register of refuges. Appendices include a list of women's refuges in Australia, the demand for refuge accommodation, details of government assistance to refuges and homeless women, and results of the Refuge Residents Survey. This survey will be of interest to service providers and government policy makers, giving detailed information on those situations which lead women and children into homelessness and the extent to which services have met the needs of this group.

BENN, C
The developmental approach: demonstration programs in the Brotherhood of St Laurence.
Kensington, NSW: Social Welfare Research Centre, 1981, 20p (SWRC Reports and proceedings; no. 10)

The Brotherhood of St Laurence has initiated a number of projects which attempt primarily to develop human rather than material resources. It is argued that agencies can, by developmental and participatory means, enable consumers to plan and direct their lives with a minimum of bureaucratic or professional intervention. Author describes and analyses three projects within the context of the developmental approach to social well-being. They are 1) SPAN: a community program for older and retired people; 2) Neighbourhood Employment Development Program (NEDP): a job creation program for unemployed, disadvantaged people; and 3) the Boarding House: a program for homeless, unemployed young people.

GAMBLE, H
Teenagers leaving home: the legal position.
In: Davis, D; Caldwell, G; Bennett, M; Boorer, D, eds. Living together: family patterns and lifestyles: a book of readings and reports. Canberra, ACT: Centre for Continuing Education, Australian National University, 1980, p240-242.

A belief that it is illegal to offer refuge to children under certain ages without their parents' consent or an official welfare or court referral has inhibited the work of voluntary groups assisting homeless youth. This paper discusses the child's right to leave home and the legal liabilities of those offering refuge. The law in NSW is examined, the writer believing the discussion to be relevant to other states. The paper suggests that those dealing with children who cannot live with their parents thoroughly examine the laws of their state or territory and look at the possibility of obtaining parental finance for the children they take in.

McCAHON, J
Homeless persons.
In: Davis, D; Caldwell, G; Bennett, M; Boorer, D, eds. Living together: family patterns and lifestyles: a book of readings and reports. Canberra, ACT: Centre for Continuing Education, Australian National University, 1980, p265-266.

This 2 page report of a workshop discussion on homeless persons held at the Living together: family patterns and lifestyles Conference: Canberra: July 1979 looks at causes and effects of youth homelessness, areas in need of further research, and two distinct groups of children leaving home at risk of becoming homeless: 'victims' of domestic violence, those caught in the rift of change during marital breakdown or remarriage of one parent; and young people leaving home as a philosophical stand, that is, making the decision to leave home. Calls for research on the causes and effects of youth homelessness, outlines vital necessities, and emphasises that funding of supporting agencies needs to be less uncertain.

SAUNDERS, L
Shadow people.
St. Lucia, QLD: University of Queensland Press, 1981, 70p, ill.

This book is a portrait of the lives of 18 alcoholic men living in Sydney's inner city area. Black and white photographs taken by commercial

photographer, Leon Saunders, are supported by the story of each man in his own words. These stories illustrate the unrealised potential, abandoned hopes and poor health of those living 'in the shadows' of our medical and social institutions. The introduction by Ian Webster, Professor of Community Medicine, University of New South Wales, estimates the size of the homeless population, discusses social factors contributing to alcoholism, poverty and homelessness and identifies gaps in medical and social services to this group.

DOCUMENTS PUBLISHED 1979 - 1974

AUSTRALIA. DEPARTMENT OF SOCIAL SECURITY
A place of dignity: a survey of homeless people and homeless persons assistance centres
Canberra, ACT: Australian Government Publishing Service, 1978, 75p.

This survey estimated that 10,000 homeless men and women in Australia were being assisted by Welfare Agencies. A national survey conducted in 1977 by the Department of Social Security gathered detailed information on 35 selected welfare agencies, including staff needs, financial arrangements, clients and problems. The survey found that homeless people constitute neither an homogeneous nor clearly defined group. To evaluate the current state of services for homeless people and to determine the effect of the Government Homeless Persons program data on agencies and users were gathered using four survey instruments: first for information on the agency (35 centres); second subjective assessments of centres by staff (54 responses); third effects of grants on centres (105 responses) and last users of centres (466 users of 40 centres). Chapters describe findings from each of the four data collection surveys. Data on the various centres and their characteristics, on the subjective assessments of centres, on differences in activities provided and impact of grants on centres is given. A subsequent chapter on findings from the user survey gives case study material on various sub-groups of homeless users and cluster analysis of a sub-group of users in Western Australia and South Australia. The report outlines the main difficulties in gathering reliable data and analysis and interpretation of information on the homeless and associated services. Various policy options are canvassed together with directions for future services for the homeless. Two appendices are included one giving notes on the data processing technique and the other on issues in program evaluation.

AUSTRALIAN COUNCIL OF SOCIAL SERVICE (ACOSS)
ACOSS Study on landlord/tenant relations.
Sydney: ACOSS, 1974, 73p.

This book written by ACOSS relates the history of the problems and legal situations of landlord and tenants and the rise of the movement to Tenants collectives and self help groups. The main part of the book deals with the advantages of renting and the main areas of complaint from the landlord and tenants point of view. Chapter 5 'The excluded or ineligible tenant' outlines the criteria for being excluded from tenancy of Public housing. Ineligibility criteria are listed and the problems associated with the decision making process in the government housing department. Marginally relevant to homelessness, but useful material on processes of exclusion from housing tenancy leading to homelessness. References and bibliography give

indication of further material on landlord tenant issues. Recommendations (page 44-72) indicate appropriate methods of setting up tenants and landlord relationships and structures for leases. This section also includes recommendation on aged persons housing and methods for achieving change.

CENTRE FOR URBAN RESEARCH AND ACTION
The displaced: a study of housing conflict and Melbourne's inner city.
Centre for Urban Research and Action, Melbourne, 1977:167p.

Inner city areas have been the focus of competition over land use causing displacement of housing and the gentrification of some areas. This situation has led to some groups, such as low-income public and private renters and apartment house dwellers, being disadvantaged. This study, conducted between November 1975 and December 1976, examined the inequitable distribution of available housing, structural changes and the process of gentrification in the inner city suburbs of Melbourne. Several data collection methods were used including a questionnaire administered to people affected by property speculation and planning proposals. Changes to housing and displacement from accommodation most affected tenants, single men and women with children, the aged, and recently-arrived non-English speaking migrants. Statistical data presents figures of sales of housing stock to investors and professional groups and movements of tenants and rent costs since 1970. Local government activities and planning proposals which have impacted heavily on low-cost housing stock are described together with statistical data on numbers of tenants displaced by land resumptions, where displaced households went for alternative accommodation and moving costs and rent increases experienced. Chapter 5 outlines the findings and highlights the problems experienced by low-income groups. Various policy options and recommendations are outlined which would protect households disadvantaged by the consequences of high levels of speculative investment, displacement and rent increases in the inner city area. Appendices include the methodology used in property sales analysis, the questionnaire and a bibliography.

DARCY, L; JONES, D L
The size of the homeless men population of Sydney.
Australian Journal of Social Issues, v.10 Aug 1975: 208-215

This survey, conducted by the Medical Statistician, Health Commission of New South Wales, gathered data on the size of the population which uses facilities for homeless men in Sydney and on the age distribution of these clients. Three censuses were conducted at three monthly intervals of 25 facilities including refuges, hotels, hospitals and Long Bay Gaol. The census counted 3200 men in the facilities surveyed. Calculations of the estimated number of homeless men, including influx and departure from the population, are given using a 'triple-catch' deterministic method applied to the three sets of census data. The results are compared with data on homeless for the rest of NSW and a Melbourne welfare service. The survey found that the distribution in age groupings of homeless men in Sydney differed from that of the general male population of NSW. The extreme mobility of homeless men was noted and the increase in the homeless population aged less than 25 years. Sampling techniques used in a British and an American survey are compared and briefly discussed. This article will be of interest to researchers working in the field of homelessness, providing an overview of research techniques and a base for further work.

HOMELESS PERSONS ADVISORY COMMITTEE, (SA)
Unmet needs among chronically homeless in inner Adelaide.
Unpublished, mimeo, 17p, appendices approx 40p, March, 1977

This report documents changes and trends in services and facilities for homeless people in Adelaide and comments on the coverage and adequacy of these services. The work was conducted as part of a national evaluation project of the Homeless Persons Assistance Program introduced by the Commonwealth government. The emphasis of the investigation was on services to lone adults although there is also a short section on the need for services for young people, women, aboriginals, people with alcohol abuse problems and the physically handicapped. Information was gathered through discussions with agencies and covers the range and scope of services provision and developments in staffing funding and inter agency cooperation. Appendix A lists the types of facilities and agencies in Adelaide and makes submissions on future needs. Appended are two supporting papers, a discussion paper from the Benefit Warranties Task Force of the South Australian Council of Social Service (19p),and a paper on homelessness of women from the New South Wales Advisory Council of Homeless Persons (8p).

SACKVILLE, Ronald
Homeless people and the law.
Canberra, ACT: AGPS, 1976, 84p.

While evaluating Australian legislation on vagrancy and drunkenness, the report looks also at the social and psychological difficulties encountered by homeless people. The study method included an examination of research studies, and interviews with magistrates, psychiatrists, doctors, social and welfare workers with experience in dealing with homeless people. Part I presents the picture of homeless people which emerged from discussions and provides an overview of the problems of homelessness. Part II discusses the legislation on vagrancy and drunkenness which is commonly used to control homeless people. Part III suggests an alternative way of managing the social problems faced by homeless people which includes a recommendation for repeal of existing vagrancy and drunkenness law and replacement with a system of intake centres to offer treatment of consenting persons. Part IV deals with the way civil commitment legislation has been used to compulsorily commit people with drinking problems to institutions. The report suggests that repeal of the drunkenness and vagrancy laws may encourage increased use of civil commitment legislation laws and the author discusses whether that legislation should be retained in its present form.

SEMINAR ON VICTIMLESS CRIME (Feb.24-27, 1977: Seymour Centre, Sydney , NSW)
Seminar on Victimless Crime: Seymour Centre, Sydney February 24 to 27, 1977. Vols.1, 2 and 3.
Sydney: New South Wales. Dept. of the Attorney General and of Justice, Dept. of Services. Publishing Advisory Service, 1977.

This seminar, conducted by the NSW government sought public discussion and debate on victimless crime, with the objectives of gauging community attitudes and formulating legislative policies. The offences of drunkenness and vagrancy, homosexuality, prostitution and drug abuse were dealt with in detail. The law relating to suicide was also considered. Published in 3 volumes, Vol.1 includes - background papers commissioned by the NSW Bureau

of Crime Statistics and Research; Vol.2 brings together two keynote addresses and papers presented in five subject areas cited above; Vol.3 is a transcript of discussions. Most relevant to the study of homelessness are the papers on drunkenness and vagrancy from speakers presenting the views of the NSW Police Department, voluntary service agencies, social workers and behavioural scientists. Also relevant are papers on drug abuse. The issues of decriminalisation, compulsory help and alternatives to social control are addressed. Recommends changes in social policy including repealing laws on drunkenness, passing laws to eliminate discrimination and instituting measures to deal with homelessness in the areas of youth unemployment accommodation and rehabilitation. Charts representing methods of and proposals for dealing with public drunkenness are given in the appendices.

WARD, J
The street is their home: the hobos' manifesto.
Melbourne, Vic: Quartet, 1979, 136p, tables

This book addresses three groups, first the hobo or homeless person; secondly welfare workers, probation officers, policemen, academics and journalists; thirdly those seeking alternative lifestyles in a changing economic climate. The book attempts to rekindle a sense of pride and group identity for the homeless; presents a realistic, positive view of the homeless to service providers, researchers and the media; and comments on the positive and negative aspects of the `hobo life style'. Discussion is based on the author's own studies and involvements with self-help projects for the homeless in Brisbane and Sydney. Chapter 1 looks at definitions of homelessness, paying particular attention to the views of the homeless. Following chapters discuss issues related to rehabilitation, accommodation, employment and income, law reform and political action. The author concludes by presenting arguments for `skid row' as a valid alternative lifestyle for some people. Each chapter, introduced by well known poets and songwriters such as Woody Guthrie and Joe Hill, which gives an indication of the popular audience the author wishes to address. A bibliography concludes each chapter.

WARD, J
Towards being down without being out: self help on skid row.
Australian Journal of Social Issues v.12 Nov 1977: 255-265.

An increased sense of group identity leading to a more political profile and the establishment of clearly defined home territories for homeless men are seen as ways of improving the lot of Australian men living on `skid row'. This article by former chairman of Brisbane's 139 Club, a drop in centre which offered self help programs for the homeless, looks at the needs of homeless men, problems encountered by other service agencies and compares the spatial and social meanings of `skid row' in Australia, the United States and Canada. The estimated size of the homeless population in Australia with figures for several capital cities, including Brisbane, are given. Four major needs of homeless men are discussed: a stronger group identity; clearly defined home territories; improved inter-agency communication; and changing public perceptions of homelessness.

WEBSTER, I; RAWSON, G
Health screening of homeless men in Sydney.
In: Health studies of selected disadvantaged groups. Canberra, ACT: AGPS, 1977. (Social/Medical Aspects of Poverty series), P67-80.

This research report, one of three studies on the health of selected disadvantaged groups, was published as part of a series of reports written for the Australian Government Commission of Inquiry into Poverty. The research provides standardized data on the psycho/social and medical condition of 356 homeless men living in Sydney's inner city area. Funded by the Community Health and Anti-Tuberculosis Association, with the co-operation of the Health Outreach Research Unit in Sydney, the study surveyed the extent and character of morbidity of individuals according to results of a number of simple health tests and responses to a medical history questionnaire. Personal profiles were compiled during a series of interviews conducted before and after medical testing, participants being encouraged to continue with treatment where necessary. Analysis of the data found that the nutritional state of homeless men is poor, as a group they have difficulty with food budgeting and the under-nutrition resulting from their alcoholism leads to reduced motivation, increased susceptibility to infections, particularly respiritory infections and tuberculosis. The report concludes that the experience of living for these men has progressively narrowed their human life chances and that there is a need for doctors and other health professionals to improve counselling, early intervention and rehabilitation for those suffering alcohol addiction.

INTERNATIONAL YEAR OF SHELTER FOR THE HOMELESS

STATISTICAL INFORMATION

1. NATIONAL

Source: Lybrand, Cooper & Scott:
Homelessness & Inadequate Housing in Australia (1984)

- 700,000 households are estimated to have insufficient income to live on (400,000 h/h have children).

- 240,000 h/h pay more than 20% of income in rent.

- 40,000 verge on homelessness, ie. have insecure tenure and are dependent on income maintenance and welfare services.

- 4,000 are estimated to be homeless in Victoria each night (Hanover Welfare Services).

2. VICTORIA

Source: Review of Housing Policies in Victoria (1985)

- 87,000 households in need of assistance (in private rental market)

- 30,000 of these paying greater than 33% of income in rent.

- 20,000 paying more than 50% of income in rent.

- 20,000 (June 1981): Caravan Park, Boarding House, Refuge dwellers.

Source: Department of Social Security

Estimates of households in receipt of pensions (Aged, Invalid, Widows) and Benefits (Supporting Parents, Unemployment, Sickness and Special) and low income Health Care Card holders. Selection has been made as to those in receipt of Supplementary Rental Assistance, although a couple of categories which have only recently been granted such assistance are not likely to have taken it up fully.

- as at June, 1986, 140,000 total (possibly a slightly generous figure).

Poverty Line

- Households renting privately who were below the poverty line after housing costs: 37,000 as at June, 1981.

Compared with old method of taking those who earned below average earnings and paid more than 25% of income on rent (49,000 at June 1981).

SECTION 2

CONTRIBUTING FACTORS AND POPULATIONS IN DANGER

'(Homeless people are) living, laughing, breathing people . . . the shadow people . . . (those) who live within the shadows of our great medical and social institutions.'

'What has society done to create the homeless and what is society doing for them now?'

Leon Saunders, *Shadow People*, University of Queensland Press, 1981.

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'Not only are [aborigines] living in conditions comparable to third world countries, but there are no provisions made for them to remove themselves from these conditions. Aborigines remain imprisoned in their poverty cycle.'

'In remote areas of all states in Australia, Aboriginal families are living in poverty conditions that would not be tolerated by any other section of the community.'

'If we have proper housing, we will see an improvement in our health and educational standards, which will in turn improve our employment opportunities. The provision of proper housing is an achievable way of breaking the vicious poverty cycle we have been caught in for generations.'

'Aboriginal people have the highest unemployment rate in the country, we are therefore the least able to afford to purchase our own homes.'

'Consideration must be given to our cultural and social needs when developing [housing] strategies and policies . . . consideration must be given to their environment and family structures, to their large families, extended families, and sharing attitude.'

Millie Ingram, *Shelter*, vol. 3, July 1987, p. 3.

□

'So often with housing funds the community is encouraged to take short cuts. For example it is cheaper to provide a kit home rather than to build a solid block. The kit home which is transportable may not be appropriate for that particular community but that is too bad.'

Val Power, *Shelter*, vol. 3, July 1987, p. 34.

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ABORIGINES: RESOURCES AND HOUSING ISSUES

SCOPE: Aborigines, wherever they live, face severe health and housing difficulties. As a financially disadvantaged group, discriminated against in both the public and private housing sectors they are excluded from adequate housing. The following documents examine this situation and also discuss the issue of land rights and the establishment of homeland centres. The loss of cultural identity and a sense of place for those living in industrialized urban centres is also considered.

BIBLIOGRAPHIES AND OTHER REFERENCE WORKS

ABORIGINAL HOSTELS LIMITED
Annual report 1981-82.
Sydney, NSW: Steinward Studios, (1982), 52p, tables.

A detailed account of the year's activities, supported by statistical and financial information. The primary objective of Aboriginal Hostels Limited is the provision of low cost, temporary accommodation to Aborigines and Torres Strait Islanders in need. Provides listing showing location of hostels.

AUSTRALIA. ABORIGINAL DEVELOPMENT COMMISSION
Annual Report 1981-82.
Fyshwick, ACT: Summitt Press, 1982, viii, 68p., ill., tables.

Describes the wide range of ventures funded by the Aboriginal Development Commission during the year, priority having been given to enterprises which contribute to Aboriginal economic independence. Reviews other areas of responsibility: housing loans, housing grants-in-aid, land acquisition.

AUSTRALIA. DEPARTMENT OF ABORINGINAL AFFAIRS
Aboriginal statistics 1985.
Canberra, ACT: Australian Government Publishing Service, 1986, 50p, tables, graphs

This is the first issue of an annual publication entitled Aboriginal Statistics 1985 produced by the Statistical Section of the Department of Aboriginal Affairs. The publication has been designed to provide a format suitable for a wider audience than that of the previous publication series entitled Statistical Section Newsletter. The aim of this publication is to produce a regular release containing the latest available time series data relating to Aboriginal people as at December each year. Topics, as well as the individual series, will remain constant to provide, as far as possible, continuity of data for intertemporal analysis. Data are provided on the following topics: land, housing, health, employment, education, legal (court appearance, imprisonment), finance (expenditure on Aboriginal assistance).

AUSTRALIAN INSTITUTE OF ABORIGINAL STUDIES
Annual bibliography 1982-83.
Canberra, ACT: Australian Institute of Aboriginal Studies, 1985, xiii, 114p

This bibliography presents a listing of books, pamphlets, periodical articles, manuscripts, theses, photographs, sound recordings and films published or produced in 1982 and 1983. Entries are presented under broad subject headings, for example: Aborigines and the Anglo-Australian economy; communities; community organisations; demography; education; government policy and administration; health; housing and community planning; land rights; language and communication; life cycle; tribal law and social control; prehistory; early culture contact and history; psychology; race relations; religion and magic; social organization; social welfare.

AUSTRALIAN INSTITUTE OF ABORIGINAL STUDIES
Annual bibliography 1983-84.
Canberra, ACT: Australian Institute of Aboriginal Studies, 1985, xv, 77p

This annual bibliography includes books, pamphlets and periodical articles which were published in 1983-84 and manuscripts, theses, photographs, sound recordings and films which have been received between May 1985 and 31 October 1985. Subject classifications used include: Aborigines and the Anglo-Australian legal system; Aborigines in the Australian economy; demography; education; health and disease; housing and community planning; psychology; religion; social welfare.

OTHER DOCUMENTS

BALL, R E
The economic situation of Aboriginies in Newcastle 1982.
Australian Aboriginal Studies no.1 1985: 2-21

Argues that the Aboriginal families in Newcastle have a standard of living that is below the poverty line. Focuses on several broad areas: workforce participation and occupation; income and expenditure; education and housing. Compares the Newcastle data with earlier studies on Aborigines in urban areas and with data for the total Australian population. Data were collected using two interview questionnaires administered during separate fieldwork sessions. Concludes that the Aboriginal family in Newcastle constitutes a disadvantaged group in all four factors measured in the study.

BURNLEY, I; ROUTH, N
Aboriginal migration to inner Sydney.
In: Burnley, I; Forrest, J, eds. Living in cities: urbanism and society in metropolitan Australia. Sydney, NSW: Allen and Unwin, 1985, p199-211

Compares the adjustment of Aboriginal migrants to inner Sydney with an earlier study by F Gale of Aborigines in Adelaide, and examines the extent to which there are common processes at work in the two cities which condition or constrain settlement, opportunities and adjustment of Aboriginal newcomers to the city. Authors found that Aboriginal migration to Sydney has resulted from rural deprivation and unemployment, the hope for better things in the city, and the bonds of kinship and friendship with people already in the city. In contrast with the situation observed by Gale in Adelaide a decade or more earlier, a strong Aboriginal group identity exists, one

which transcends tribal associations among the various Aboriginal peoples of New South Wales. Almost two thirds of those persons interviewed in the sample survey felt they were better off in the city than the country. This was despite the poverty and unemployment experienced by most on a transitory basis, and a substantial minority on a long-term basis. Support by Aboriginal institutions may be a transition necessity as social adjustment to the wider urban society proceeds. It may also be required until Australian society accepts Aborigines on an equal footing.

COLLESS, R; KYLE, E; FUJII, R; GEIA, D
Four perspectives on Aboriginal and Islander issues.
In: Women and Work Conference: a North Queensland Perspective (1986: Townsville, Qld). Proceedings. Canberra, ACT: Australian Government Publishing Service for the Women's Bureau, 1986, 52-64

Rose Colless addresses issues such as lack of jobs for Aboriginal women in their own communities, the need for parent education to encourage support for children wishing to go on to further education or training, the effects of social change, and cultural issues such as Aboriginal women's fear of seeming 'not feminine' in some of the positions offered under Community Employment Schemes. Erica Kyle outlines the history of the Aboriginal Reserve, Palm Island, describing the effects of the paternalistic regime and the dehumanising conditions under which the people lived. States that, while the Queensland government is now in the process of handing over responsibility, they have not prepared or trained people. Especially with young people, there must be guidance, support and encouragement. Author's involvement in setting up a women's shelter is described. Romina Fujii talks about the positive issues relating to education in the Torres Strait and what opportunities are offered. Identifies the major factor as being that women in different age groups do not want the same type of work. Delphine Geia identifies a new confidence in Aboriginal people, especially the women, suggesting that it may very well initiate an ultimate work related advancement with the breakthrough into policy making areas that is necessary in order to better the situation of Aboriginal people in Australia.

DAYLIGHT, P; JOHNSTONE, M
Women's business: report of the Aboriginal Women's Task Force.
Canberra, ACT: Australian Government Publishing Service, 1986, xiii, 139p, ill.

The Aboriginal Women's Task Force consulted with Aboriginal women across Australia for a 12 month period in order: to inquire into the involvement of Aboriginal women in land rights, culture, health, housing, education, employment, legal aid, child welfare (with particular reference to adoption and fostering of Aboriginal children); to seek to have Aboriginal women identify their critical needs in those areas; to make recommendations to the Commonwealth on what action may be taken. In this report, the views of the Aboriginal women are related, the historical backdrop to the Task Force and the consultative process are described, and findings and recommendations presented. Appendices include a history of administration of Aboriginal affairs 1788-1985; a guide to the Commonwealth Government's responsibilities in the administration of Aboriginal affairs; selected statistics relating to Aboriginal and Torres Strait Islander women.

DILLON, J
Aboriginal housing: process not product.
Shelter: National Housing Action v.3 Nov 1986: 14-17

The provision of permanent housing for remote Aboriginal groups does not necessarily confer the benefits that policy-makers intend. Unless each group has determined for itself the need for and the methods of implementing a housing program, severe social disruption can occur. Traditional camps fluctuate and adapt to social and climatic change, fostering the social structures within them. Reflecting these attributes, permanent housing should be flexible, adaptable, appropriately sited and integrated into extensively landscaped outdoor spaces. To maximise the benefits of permanent housing Aboriginal-controlled and initiated support services must be seen as an integral part of the housing process. Information on appropriate housing programs must be gathered and disseminated so that all those involved are aware of suitable options. (Journal abstract)

GAMBLE, H
Law for parents and children.
Sydney, NSW: Law Book Company, 2nd ed., 1986, ix, 392p

Part 1, Children born within marriage, outlines the rights and duties which parents have towards the children of their marriage. Family breakdown is covered in separate chapters relating to guardianship and custody, access, accommodation and maintenance. Part 3, Losing the child, relates to abuse and neglect, children and the criminal law and the child's right to leave home. The legal aspects of adoption and foster care are examined in Part 4, Giving the child away, while Part 5 discusses the illegitimate child, surrogacy, AID and IVF. The final chapter on Aboriginal children raises the questions of whether there is a special law for Aboriginal children in Australia and whether there should be. Extensive notes to the text are provided for each chapter as well as tables of cases and statutes.

HAMMOND, R
Aboriginal women's health and landrights.
In: Women's health in a changing society: 1985 conference proceedings vol.2. Adelaide, SA: Organising Committee, Second National Women's Health Conference, 1986, p162-167

Author discusses the relationship between land rights and Aboriginal health in order to assist people who come in contact with Aboriginal communities in a health role. Without land rights, the right of Aborigines to control their own lives is impossible. Without land rights, unemployment, poverty, appalling housing and terrible health cannot be replaced by economic, social, medical, psychological and spiritual well-being.

HARDWICK, H
Inside public housing.
Australian Social Welfare- Impact v.14 Mar 1984: 13-16

Observations on the state of public housing throughout Australia. Results of a nationwide consultation with a broad range of organizations and individuals regarding the Commonwealth State Housing Agreement (CSHA) due for negotiation in 1984. Examines eligibility; Aboriginal housing; rental policy; cooperatives; state/territory requirements; and problems concerning management and administration of stock. (Journal abstract)

KENEN, R H
Health status: Australian Aborigines and Native Americans - a comparison.
Australian Aboriginal Studies no.1 1987: 34-45, tables

This paper compares the health status of Australian Aborigines and Native Americans (American Indians and Native Alaskans) over the past thirty years and investigates reasons for similarities and differences. The causes of mortality and morbidity among both peoples are similar, but the incidence and prevalence of diseases has been consistently higher for the Australian Aborigines during the period studied - from 1955 to the present - a period when the health status for both peoples was improving. Tables show comparisons of death rates, demographic and socioeconomic characteristics, housing and sanitation.

MIDDLETON, H
Aborigines.
In: Selected readings in Australian society: an anthology, edited by Encel, S and Berry, M. Melbourne, Vic: Longman Cheshire, 1987, p344-379, tables

This chapter, reproduced from an earlier edition of 'Australian society', discusses some major theories of race relations and then outlines the Aboriginal people's history: their traditional society, the impact of white colonisation, and aspects of their contemporary situation such as employment, education, housing and health. A postscript has been added by the author to bring the information up to date. Figures are given which give evidence of continuing deprivation and discrimination. Development of the movement with the demand for land and mineral rights as its core is described.

NEW SOUTH WALES. TASK FORCE ON DOMESTIC VIOLENCE
Report of New South Wales Task Force on Domestic Violence to Honourable N.K. Wran Q.C., M.P., Premier of New South Wales, July 1981.
Sydney, NSW: Government Printer, 1981, 182p, appendices 147p, tables

The New South Wales Task Force on Domestic Violence was appointed by the Premier in 1981, and was convened by the Women's Co-ordination Unit. In this report on its investigations into domestic violence in New South Wales, findings are presented and recommendations made. Chapters cover: basis of the report, statistics, legal issues, police services, health services, welfare, housing, women's refuges, crisis intervention services, information, Aboriginal women, migrant women, religious denominations, counselling services for men, and prevention. The appendices include 'Domestic violence: a survey of attitudes towards available services', a report on a study which examined the experiences of 451 women who responded to a questionnaire on domestic violence published in a New South Wales Sunday newspaper. The report is by Sandra Egger, Jane Crancher and Wendy Bacon of the Bureau of Crime Statistics and Research, and was commissioned by the Task Force. Another appendix is 'Report on Aboriginal women and domestic violence', by Pat O'Shane.

ROWLEY, C D
Inequality by instalments: the Aboriginal householder in rural New South Wales, 1965 and 1980.
Australian Institute of Aboriginal Studies Newsletter no.18 Sept 1982: 6-38

In 1965, working on a major study of Aborigines in Australian society, author organised a survey of 183 Aboriginal households in New South Wales. In 1980 a second survey was organised, again

involving 183 households (896 persons, of whom 37% had been members of the 1965 sample). The households surveyed were from country towns in New South Wales, and members of the original sample now living in Sydney were not included. The report describes: demographic facts; employment situation; income and assets; health; education; housing.

VALADIAN, M
The Australian Aboriginal family.
In: Davis, D; Caldwell, G; Bennett, M; Boore:, D, eds. Living together: family patterns and lifestyles: a book of readings and reports. Canberra, ACT: Centre for Continuing Education, Australian National University, 1980, p51-53.

Dealing mostly with traditional communities, discusses the imposition of government policies and practices on Aborigines, and describes the impact this has had on Aboriginal family life. Concludes that in seeking the direction for Aboriginal family life in the future, the establishment of the homeland centres in the tribal areas encourages the hope of some continuity of traditional Aboriginal life and cultural patterns, but that in the urban areas, it is difficult to see how moves to recreate a sense of Aboriginality will progress against all the other social pressures of survival.

RELATED DOCUMENTS

Readers are alerted to a number of documents which are highly relevant to this topic which are listed in the section on 'homelessness' on pages 15-37. Because the publications in that section are arranged in chronological order, so too are these author and title entries. For information about the content of any of these items, consult the Abstract attached to the main listing of the document.

1986:
Homelessness and inadequate housing on Thursday Island.
Australian Social Welfare Impact v.16 no.6 Oct 1986: 11

1977:
HOMELESS PERSONS ADVISORY COMMITTEE, (SA)
Unmet needs among chronically homeless in inner Adelaide.
Unpublished, mimeo, 17p, appendices approx 40p, March, 1977

The Third World in Our Own Backyard

Reprinted from the *Age*, 20 May 1987

By Barbara Hutton

OUT in the open in camps around Tennant Creek old people "sit like dogs in the dust", some blind people feeling about them for a billy of water to quench their thirst.

Topsy and Dolly, two representatives from the Julalakari community at Tennant Creek, talked with passion at a forum on housing in Darwin last month about the long wait for help. The European women listening were deeply shocked.

The two women said there were no sewers in many fringe camps, no care for the aged — not even a roof to protect them from the hot sun. Frail old people made a lavatory hole near where they sat and crawled or tottered to it again and again.

Ana Lamaro of the National Women's Consultative Council had gone to the forum from Melbourne to talk about the poverty of supporting mothers in the cities. "I felt really embarrassed to be even talking about it, because of the degree of poverty these black people have to put up with," she said.

She was confronted with the reality of Aboriginal women trying to rear babies, living and dying under a piece of corrugated iron, with the sun and flies and torrential rain.

The Aboriginal women asked others at the conference to carry their often repeated appeals for help to the outside world. It had taken them 16 hours by bus (with their children) to get to the conference. They were worn out with trying to deal with the bureaucracy over eight years. "How many meetings do we have to go to?" they asked.

Like most Australians Ana Lamaro had known about Aboriginal fringe camps but the hardship never struck home until she met women like herself from the camps.

Meetings like the Darwin forum on housing have been held across Australia to discuss women's housing needs. On Friday the women will converge on Sydney for a giant conference.

The first women's housing conference in Australia met in Adelaide two years ago, and 600 to 700 people attended. The coming conference should be bigger.

Seventy low-income women have received Goverament subsidies — $100 for a bus fare and a little spending money to go to Sydney for the conference. The Victorian Ministry of Housing has block-booked a hotel where they can stay at discount rates.

The ministry is sending half a dozen staff members to the conference (others are paying their own way). Many members of the public are also paying for themselves. It is not cheap: $210 for representatives of groups that can pay full price, $78 for community group representatives and $30 for low income people. The aim is to encourage women who need housing to come to the conference, not just bureaucrats.

This is the International Year of shelter for the Homeless, but despite funding for publicity (for example $30,000 for brochures and color posters about Victorian and local government housing initiatives) it appears actual funds for public housing will be cut, not expanded, this year.

The official estimate of homeless people in Australia on any one night is 40,000 — sleeping rough, under bridges or somewhere similar, or in refuges and hostels.

But the real figure is probably much higher. Morrie Brown, regional manager of The Aboriginal Development Corporation in Darwin estimates that there are 26,000 homeless Aboriginal people alone in the Northern Territory. This includes people sleeping in old car bodies, under trees or corragated iron sheets, and cases of gross overcrowding, for example 20 people in a house built for one family. There are many more in other states.

It is often assumed that Aborigines choose to live a semi-nomadic life, sleeping under bits of corrugated iron or packed six to a room in dilapidated houses.

In fact many families have been in fringe camps for years, living like refugees, having lost their tribal land generations ago. Many had European fathers or grandfathers who abandoned them: they lack job skills and are living in rural areas where work in almost unobtainable. They are simply homeless Australians.

Morrie Brown says overcrowding occurs when families who do have a house allow homeless relatives to stay with them. "Aboriginal families are very close. It is hard for them to

refuse, for social and cultural reasons," he says.

The last annual housing needs survey showed the Northern Territory needs to provide about 4000 houses, flats and pensioner units for Aboriginal families, 300 shelters for tribal groups in remote areas, camp facilities and hostels for people coming to town for education or medical treatment.

The estimated cost is $264 million — but the ADC and Northern Territory Housing ministry have only $23.5 million a year to cope with the need.

The figure of $264 million is just for dwellings. It does not include sewerage, electricity, water supply or road access to bring the camps up to World Health Organisation standards. These are provided by the NT Government. If funding cuts for housing or services are made in 1987–88, Mr Brown says: "We expect we could reach an emergency, where we cannot proceed with building."

The ADC figures show a fifth of the Northern Territory population is effectively homeless: when homeless white people are included the number is probably close to a quarter.

Annie Thompson, the Darwin YWCA's accommodation projects coordinator, says figures are hard to get, but the Northern Territory may have the highest proportion of supporting mothers (particularly separated, deserted or divorced wives) in Australia. The local rate of marriage break-

down is high and the numbers are swollen by people arriving from interstate, fleeing unhappy marriages.

Rents in the Northern Territory are very high. A standard house is about $180 to $220 a week in Darwin — around $300 to $380 in Katherine. This is quite out of the range of women on a supporting parent's benefit, let alone the fringe camp people.

Annie says the popular wisdom about Aborigines in the Territory is "if you give 'em a house, they wreck it". But Aborigines can no longer spread out and range across the country. Water holes have been replaced with bores for stock and land has been taken for grazing. People are crowded into insanitary camps.

In the old days, she says, young people cared for the aged. But now they have been removed — to school, sometimes to jail or to seek work near the cities. Clan groups are breaking up.

For status and protection some of the women turn to white de facto husbands. They are vulnerable in that relationship.

Chris George, director of the Anyinginyi Health Service (outside Tennant Creek), says the local people, not only Aboriginal women but also Europeans, are in continual crisis and need a women's refuge.

Tennant Creek has 3500 people, 900 of them Aboriginal. There is an Aboriginal housing cooperative. Chris George says about five houses were built for the Aboriginal community last year but hundreds are homeless and there is no safe place for the women to get away from violence. "It's not worse than elsewhere. It's just that other places have shelters," she says.

She says one major camp has sewerage: the other eight do not. Camps are starting to get reticulated water but many children still have to fetch water in buckets. There is constant diarrhoea among the children, she says.

'. . . homelessness represents an extreme form of alienation sharing notionally and in reality the rejection accorded the insane and criminal.'

Graham Rawson and Ian Webster, *Health studies of selected disadvantaged groups*, Commission of Enquiry into Poverty, 1977.

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'The lines on their faces and the hopelessness of their eyes represent a future which was not realized and a potential which was not encouraged.'

Leon Saunders, *Shadow People*, University of Queensland Press, 1981.

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THE AGED:
HOUSING, ACCOMMODATION, INSTITUTIONAL AND CARE ISSUES

SCOPE: In spite of high levels of home ownership among the aged, homelessness remains an issue for a significant proportion of the aged population. The threat of homelessness occurs at two levels and affects two groups, the private sector renters and those in institutional care. The struggle against poverty for those renting in the competitive private market leads to sub-standard accommodation and homelessness. Institutional accommodation, involving loss of privacy, relocation and alienation from community and family networks, may be the means by which the elderly are housed, but denies the comfort and support of a home. The following documents discuss these issues within the framework of the debate between institutional versus home and community care of the elderly in an aging population.

REFERENCE WORKS

AUSTRALIA. DEPARTMENT OF COMMUNITY SERVICES
A guide to the programs and services of the Commonwealth Department of Community Services.
Woden, ACT: Australia. Department of Community Services, 1986, 54p

This guide aims to bring together in one publication and to explain simply the programs administered by the Department of Community Services. The material about each program is divided into the following sections: brief overview; how applications for assistance can be made - including where further information may be obtained and what assessment criteria are applied; recent major developments in the program; and initiatives now to be taken in the program, commencing in 1986- 87. The programs described are 1) residential care for the aged, 2) Home and Community Care Programs, 3) programs for the disabled, 4) supported accommodation assistance, and 5) programs for families with children. It is intended that the guide will be updated each financial year.

AUSTRALIAN BUREAU OF STATISTICS; SOUTH AUSTRALIA. DEPARTMENT OF THE PREMIER AND CABINET
Accommodation for the aged South Australia 1985.
(Adelaide, SA): Australian Bureau of Statistics and South Australian Department of the Premier and Cabinet, 1985, 60p, tables, figures, maps (ABS catalogue no. 4102.4)

This publication aims to provide a reference in a form that enables any member of the community to assess the demand for, and supply of, different types of accommodation in South Australia for the aged. Extensive use is made of graphic presentation, and commentary is provided to highlight trends in accommodation patterns. A summary of recent government studies is provided in Chapter 1. Chapter 2 describes past trends in the growth of the number of aged persons, and presents projections showing possible future growth. Other factors which may affect the future demand for accommodation (eg.

country of birth) are also examined. Chapter 3 describes the characteristics of the aged living in various types of accommodation and shows differences in the types of accommodation used in the metropolitan area and the rest of the state. Chapter 4 describes current accommodation services for the aged provided by the various government and non-government sectors. Chapter 5 examines some of the trends evident in data collected in light of policy and other qualitative evidence, and looks at possible paths that they indicate for government resource allocation.

OTHER DOCUMENTS

ABBEY, R; HALL, J; RUNGIE, M
Community options: a new approach in assessment and the delivery of services in the aged care field.
Australian Journal on Ageing v.6 May 1987: 10-14

This paper draws attention to a pilot program sponsored by Aged Care Cottage Homes Inc. in South Australia with the aim of reducing the movement into residential care of elderly people assessed as urgently needing and eligible to enter such forms of care. The program focuses directly on those factors precipitating movement into residential care. By negotiating with existing service providers, advocating on behalf of users of the program, establishing new services which are specific to user needs, the Community Options program has demonstrated that many users of aged accommodation services can be supported to live in their own homes. The benefits of the program include enhanced lifestyles for elderly people, individuality of specific programs for users, close and continuing contact with users, and the process is cost effective in terms of government outlays. (Journal abstract)

BRADBURY, B; VIPOND, J
Poverty and pensions.
Australian Journal on Ageing v.5 May 1986: 13-22

This paper analyses poverty among elderly people suggesting that it can be measured after they have paid for their housing. This procedure not only avoids some of the measurement problems, it also provides a more realistic test of the level of poverty in Australia than other techniques. In general when poverty is measured in this way its incidence is much lower among elderly people than others. An important reason is the widespread ownership of homes among the elderly which reduces their housing outlays. Among a minority of the elderly, the private-sector renters, the incidence of after -housing poverty is however very high. (Journal abstract, edited)

CANT, R; LEGGE, V
Effects of institutionalisation and isolation of the elderly.
In: Australian Association of Gerontology. Annual Conference (19th: 1984: Sydney, NSW). Care of the elderly: current issues and future prospects. Proceedings. Sydney, NSW: Australian Association of Gerontology, 1984, p17-20, tables

Goffman argues that the self image of people living in total institutions such as nursing homes is diminished by the characteristics of that institution no matter the purpose for which the institution was established. Stevens extends the argument to

include psychological segregation. He sees a similar sense of self worthlessness resulting from social isolation or stigmatisation. In order to test the relevance of these theories to the position of the aged in present day Australia four incidental samples of citizens were surveyed; young people aged 18-25, middle-aged people, aged people living in the community and aged residents of nursing homes. Some differences in self image and measures of depressive effect were documented between people belonging to the various groups. The findings were relevant to the discussion that total institution residence and social stigmatisation affect concepts of self worth but to an appreciably different extent. (Author abstract)

CARTER, R A
Towards more flexible and responsive housing policies for the elderly.
In: Myth and realities: proceedings of the forums on ageing, May 7 to 9, 1985, held at the University of Western Australia. (Perth, WA): (Bureau for the Aged), (1985), p67-91

This paper starts from the premise that previous housing policies have failed to provide sufficient options for the majority of the aged - those capable of independent living, or at least requiring only ancillary support services. Examines the key housing problems faced by the elderly and attempts to cover some of the options that can be presented to cater for their needs. For private tenants, income support is suggested; a number of policy options are suggested for 'asset rich but income poor' home owners. The role of State housing authorities is considered, and public housing policy for the elderly in Victoria is described to demonstrate innovative accommodation options such as granny flats, the home renovation service, rooming houses, estate improvement, dual occupancy and the group (shared) housing programme.

CHANDLER, J
Consumers of retirement accommodation: a profile.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p127-132

A brief description is given of the role played by the NSW Council on the Ageing (COTA) in offering an advisory service to people seeking accommodation in nursing home, hostels, and retirement villages in New South Wales. Author's experience with COTA as Accommodation Officer indicated three main reasons elderly people considered alternate accommodation: the current cost in maintaining their present accommodation; their need for the assurance of supportive care; and, their social and psychological needs (e.g. recent bereavement, loneliness). These issues are discussed, and author also reviews frail aged care, nursing home accommodation, short-term accommodation, and difficulty in placements for residents with Alzheimer's disease.

DARGAVEL, R; KENDIG, H
Political rhetoric and program drift: house and senate debates on the Aged or Disabled Persons' Homes Act.
Australian Journal on Ageing v.5 May 1986: 23-31

The Aged Persons' Homes Act 1954 initiated the now extensive involvement of the Commonwealth Government in funding housing and residential care for older Australians. This article reviews the House and Senate debates related to this legislation from early 1950 to the

present. The aim is to identify recurrent themes and ideology underlying the political debate, and their relationship to actual program developments. An understanding of these ideas and expectations can assist in considering options for policy reform in the future. (Journal abstract)

DUNSTER, J
Abbeyfield houses: a new housing option.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p234-246
Explains why the range of available housing or accommodation options for retired people in Australia is inadequate, and then describes the Abbeyfield House option, how the houses work, building and planning issues, and funding issues.

DWYER, P; WEBB, R
Alternative housing for the aged.
Community Quarterly no.4 Jul 1985: 39-43
Describes and evaluates a Brotherhood of St Laurence pilot scheme to study group houses as a viable alternative for those older people who are without a home of their own and are still independent and capable of self-care tasks. Problems that emerged from the stress of interpersonal relationships within the houses highlighted the difficulty of providing support without intervention in resident autonomy; they also brought into question the selection process, and whether efforts are being made to help people who are entrenched in the habits of living alone and for whom shared living is too great a change. Yet group housing offers benefits such as responsibility and skills retention, and efforts are being made to develop guidelines for selection, household arrangement and external support systems.

EARLE, L
Housing relocation of the aged: effects on social interaction.
Australian Social Work v.33 Sept 1980: 23-38, tables
This research is primarily concerned with the effect that housing relocation has upon social interaction among retired citizens who experienced some external encouragement, persuasion, or pressure to move. A semi-structured interview schedule was used with a sample of 628 persons, 213 of whom were living in South Australian Housing Trust (SAHT) cottage flats, 206 in their own homes, and 209 in other forms of accommodation. Author states that it is apparent that involuntary relocation of aged persons tends to result in decreased social interaction, increased feelings of loneliness and a need to utilize aspects of technology, such as a television, to compensate for reduced contact with one's kin and friends. Seeks to identify explanations for the findings by considering the theories of ageing. The significance of social class and occupational status is considered.

ELTON, B
Public regulation of the living environment: land use and building controls - the role of local government.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p179-192
Describes the different types of housing circumstances of the aged, and what the vast majority of elderly persons would like to have as

their living environment. Then examines the role of government in housing the aged, focusing on the role of local government. Emphasises the largely negative, restrictive and regressive impacts of local government planning and building regulation on access to housing for the aged, particularly those aged with already limited ability to compete in the housing market. Argues however, that it is not necessarily the case that the exacerbation of housing inequalities is consistently or evenly imposed by all local authorities, nor that local government cannot institute effective ameliorative policies. Research undertaken by the Housing Commission of New South Wales suggests that individual councils have engaged in a wide range of actions which enhance the possibility of greater housing justice for the aged. Author describes these actions, and concludes that local government clearly has the capacity to become a catalyst for policies that will produce more equitable distribution of housing opportunities for the aged.

FINE, M
When too many beds are not enough: the nursing homes paradox; nursing home admissions, medical assessments and the McLeay Report.
New Doctor no.27 Mar 1983: 25-28

Despite the fact that health and welfare services for old people in Australia are at a very low level, there is an apparent oversupply of nursing home beds. Yet there are still many complaints that these are insufficient to satisfy current needs. This paradox is investigated, partly by means of a review of the McLeay Report (a parliamentary enquiry into 'Accommodation and home care for the aged'), and partly by a comparison of the admission assessment procedures used in Australian nursing homes with those used in the Netherlands. It is argued that the medical admission procedures used in Australia have served to justify and legitimate the continued growth of the nursing home industry. However, the remedies proposed by the McLeay Report are not thorough or bold enough to serve as the basis for a new direction in aged care in Australia. Not only should skilful assessment and need- resource matching be mandatory, but a much more diversified range of accommodations and facilities should be widely available, and service quality rather than profit motive should be the major goal. (Journal abstract)

FREYTAG, K; ROSSITER, C
Is all really well in aged hostels.
Australian Social Welfare Impact v.16 no.6 Oct 1986: 9-10

This review of the Department of Community Service's commissioned study of aged hostels, 'Quality, staffing and standards: Commonwealth subsidised hostels for aged persons' is critical of the approach taken in the study. It is argued that residents' rights were ignored in the research study, and that interviewing procedures and the final report reflects a stereotyped view of the aged as 'dependent, confused and frail'. Extensive criticism of the study methodology is detailed, in particular the proposed 'quality' measuring scale for aged hostels.

GALE, A
Public housing and the aged: the South Australian experience.
Urban Policy and Research v.5 Mar 1987: 31-37, photographs

A paper in the 'Forum' section of the journal on 'Housing old people'. Author outlines how public housing has contributed to

housing the aged, using the South Australian Housing Trust's experience with cottage flats, conversion of family housing stock and non-residential buildings, and joint ventures with councils and community groups.

GRAYCAR, A
Accommodation policies for elderly people.
In: Graycar, A, ed. Accommodation after retirement. Kensington, NSW: Social Welfare Research Centre, University of New South Wales, 1984, p3-16, tables. (SWRC Reports and proceedings; no.41)

Emphasising that successful housing occurs within a matrix of transportation, shopping, recreation, health services, and social and other opportunities, calls for clear priorities to be established to prevent inappropriate housing from diminishing the quality of life in Australia's growing elderly population. Addresses the issues of: what types of interventions should take place by governments to ensure appropriate and satisfactory accommodation for elderly people; for whom should intervention take place; what should the product be; given that costs will be involved, should buildings be subsidised, should services be subsidised, should people be subsidised.

GRAYCAR, A
Viewpoint: accommodation issues for elderly people: State government perspectives.
Australian Journal on Ageing v.5 Nov 1986: 13-16

Research indicates that aged people in the future will probably look more towards the formal system of care and less to their families. The Commonwealth Government is not going to be able to meet all of the demands from the community or even deal with all of the legitimate claims made on it. Author argues that the role of the States is crucial, and State governments have a wide range of responsibilities in developing accommodation policies and practices. Puts forward the proposition that we can optimise the service system by State governments taking more pronounced planning and brokerage roles; in the planning arena, by developing a State Plan on Ageing which deals with social justice, realistic policies, uncompromising care levels and equitable funding arrangements; in the brokerage capacity, by developing a co-operative strategy based on good data, informed and compassionate thinking, and extensive consultation for structuring the policy agenda.

HEMER, J
The McLeay Report: cutting the $1000m cake.
Australian Journal on the Ageing v.2 Feb 1983: 3-13

Reviews the McLeay Report from the House of Representatives Standing Committee on Expenditure, October 1982, entitled In a Home or at Home: accommodation and home care for the aged. The report develops several major themes: the predominance of institutional care over domiciliary care; action needed to redress this balance; accommodation for the needy aged; and policy and program 'drift', and constructs a major package of recommendations to tackle these issues. It is concluded that the Report provides a model for rationalising and improving the present arrangements and significantly aiding the well being of Australia's aged.

HOWE, A
Commonwealth expenditure on nursing home care: interstate variations and the case for equalisation.
Social Security Journal Dec 1983: 24-35, tables
The Report of the House of Representatives Standing Committee on Expenditure Inquiry into Home Care and Accommodation for the Aged, In a home or at a home (McLeay Report), was presented in late 1982. Author summarises the relevant recommendations of this report, which were directed primarily towards changing the balance of expenditure between nursing home and community care rather than being concerned with equity of distribution between the States, although they have several implications in this regard. Author's analysis aims to explicate current variations in nursing home expenditure and to trace the implications of the proposed arrangements, firstly for redistribution between the States and secondly, following a similar analysis of community care expenditure, for transfers between these areas within each State. Some rationales for adopting a per capita approach, both as an analytic device and as a policy measure for equalisation of resource allocation are also canvassed.

HOWE, A L
The retirement housing market: demand, response and responsibilities.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p194-211
In reviewing the growth of non-subsidised retirement housing, this chapter sets out to identify who the 'paying customers' are. States that the growth of resident funded retirement villages in Victoria is evidence of both the demand for such accommodation and the satisfaction found in the product offered. However, whether conducted by private enterprise or voluntary organisations, the growth of retirement villages has generated considerable controversy. Issues raised in planning debates are referred to, to demonstrate the ambivalent attitudes held by different interest groups towards these developments. Attention is also focused on some of the physical, social and political concerns of the retirement village environment itself. In addressing each of these areas, the effects of 'special' provisions in retirement villages on differentiating and possibly segregating residents from the wider community are canvassed.

HUGO, G; WOOD, D
Ageing of the Australian population: changing distribution and characteristics of the aged population.
Bedford Park, SA: National Institute of Labour Studies Inc, Flinders University of South Australia, 1984, xx, 193p, tables, figures (Working paper/ Flinders University of South Australia. National Institute of Labour Studies Inc; no. 63) (Paper/ 1981 Census project; no. 8)
This paper aims to examine the recent and likely future growth in the number and proportion of the population made up of older people and to examine the major characteristics of these groups. Sets out to establish how the aged are different from other age groups in the population with respect to their living arrangements, housing, health and a range of socio-economic variables and also how they are internally differentiated along these dimensions.

KEENS, C; HARRISON, J; GRAYCAR, A
Ageing and community care.
Social Alternatives/ Australian Social Welfare Impact/ New Doctor: Joint Issue Sept-Oct 1983: 23-28
States the need to analyse the current situation of those elderly

people who are in need of support services in order to maintain independence, social recognition and power, emphasising that the needs of the elderly are not only health related but also social and economic. Looks in particular at domiciliary care services in South Australia, and home help in New South Wales, and makes recommendations for a range of policies needed to provide elderly people with viable options of where and how to live.

KENDIG, H L
The cumulation of inequality: housing costs and income support in old age.
Australian Journal on Ageing v.3 Feb 1984: 8-15

Based mainly on information from a community survey of 1050 persons aged 60 or over in Sydney in 1981, this article identifies the effect of housing tenure and related public policies on standards of living in retirement. Most importantly, it concludes that increases of Supplementary Assistance are an immediate priority. A major restructuring of taxation, pension, and housing policy is recommended to resolve the more fundamental problems. (Journal abstract)

KENDIG, H L
The economic environment for retired people.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p91-106

This chapter focuses on the way that home ownership serves to accumulate economic advantage early in life and to convert it into financial security in old age. Author examines how housing attainment in old age depends critically on employment opportunities during the working years. In turn, standards of living after retirement are shown later to be determined by wealth, especially equity in owner occupied housing, as much as by income. A review of income and housing policy demonstrates that government accentuates these inequities: significant changes in pension and taxation policy are thus recommended to redistribute resources between the aged. The primary information source for this chapter was a community survey of 1,050 persons aged 60 or over in Sydney later in 1981 carried out by the Ageing and the Family Project at the Australian National University. (Author)

KENDIG, H L; McCALLUM, J
Greying Australia: future impacts of population ageing.
Canberra, ACT: Australian Government Publishing Service, 1986, xii, 65p, ill

A non- technical report based mainly on data from the Ageing and the Family Project, Australian National University (1980- 1985). The report examines the likely effects on Australia of its increasing proportion of persons aged 60 and over. This proportion is expected to increase from 14 per cent in 1981 to 22 per cent in 2021. The following topics are also discussed: 1) who are the aged? 2) family and social life; 3) housing; 4) work and retirement; 5) retirement income and expenditure; 6) lifestyle implications; 7) longer life and better health; 8) community care; 9) impact on public expenditure, and 10) choices for the future.

KENDIG, H L
Housing futures for older Australians.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p322-333

This chapter aims to assess policy options in the context of the likely housing experiences of older Australians in the coming decades. While recognising that these developments evolve incrementally, an attempt is made to clarify the issues by focusing on the likely experiences of two distinct cohorts. These are the 'inter-war' children who will enter old age over the remainder of the century, and the post-war baby boom destined to reach their advanced years early in the 21st century. After briefly reviewing the demographic features and economic capabilities of the cohorts, the discussion turns to four interrelated aspects of housing: tenure and housing costs, housing adjustments, accessibility, and institutional care. (Introduction)

KENDIG, H L
Housing tenure and generational equity.
Ageing and Society v.4 Sept 1984: 249-272, tables

This article examines the financial impacts of home ownership on inter- and intra- generational equity in Australia, Britain and the United States. It beings by showing how access to home ownership has been influenced by the opportunities available to different social classes in different periods of history. After identifying the financial situation of older owners and tenants, the discussion considers how public policies toward housing tenure further reduce age- related inequalities yet increase them within the aged. The transfer of housing resources from older to younger generations is shown to perpetuate inequalities between generations and lineages. The paper concludes by exploring the policy implications of the increasing diversity in the resources of older people, and their improved economic circumstances relative to younger generations over the decades ahead. (Journal abstract)

LEGGE, V
Attitude to living in a retirement village.
Australian Journal on Ageing v.3 Feb 1984: 3-7

This study examines the experiences of a group of retirement village residents and how that experience has affected their well being. The findings suggest that the more options that can be kept open, by the provision of alternate lifestyles, the more likely are the aged to retain the capacity for decision making in their own lives thus facilitating their physical and mental health. (Journal abstract)

LIBLICH, K
Common housing problems of the elderly.
Australian Family Physician v.11 Oct 1982: 795, 797-798

Functional design, suitable planning and the use of commercially available aids and equipment can compensate greatly for elderly people's exposure to hazardous daily situations. Often expensive housing alterations can be avoided. Seemingly impossible problems should be carefully considered and advice sought from appropriate agencies. (Journal extract)

MONTAGUE, M
The aged: learning not to make up people's minds.
Australian Society v.2 Apr 1983: 16-17
Reports on the Brotherhood of St Laurence study on how older people feel about independence and autonomy, and how well their views are respected when they move into supported accommodation. Implications of findings for accommodation agencies are discussed.

MONTAGUE, M
Ageing and autonomy: who makes decisions for older people in supported accommodation?
Fitzroy, Vic: Brotherhood of St Laurence, 1982, ix, 198p
Research was conducted in order to answer two inter-related questions: Is it dependence or independence which older people seek when they request admission to Brotherhood of St Laurence accommodation? Does the Brotherhood appropriately provide the degree of dependence or independence which people seek? The expectations and opinions of a number of elderly people were tested before they became residents or tenants in selected Brotherhood accommodation (settlements, hostels or self-contained flats), and then their reactions after the initial period of tenancy or residency were sought. This report describes and comments on the research findings. An appendix provides information on aged accommodation services provided by the Brotherhood of St Laurence.

PHILIPS, T
Cheaper isn't always less costly.
In: Graycar, A, ed. Accommodation after retirement. Kensington, NSW: Social Welfare Research Centre, University of New South Wales, 1984, p27-39, figures. (SWRC Reports and proceedings; no.41)
Addresses the question of how to resolve the growing conflict between the needs, demands and aspirations of the growing number of retired persons and the much more slowly growing capacity of society to meet these needs with the finite resources available, and without violating the accepted values and rights of individuals. Argues that only for relatively few people are home care and institutional care direct alternatives at a given time, and that they should both be expanded together in a balanced and more effective way because they are really complementary. Concludes that the issue of accommodation of the aged requires a confrontation with the true costs and benefits in human terms of each kind of solution.

POLLARD, G N; POLLARD, J H
The social/ demographic environment of the elderly in relation to the dwelling experience in Australia.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p18-49, tables
The aim of this chapter is to present a statistical picture of the elderly and retired population in the Australian community, especially in relation to their housing and dwelling experiences. Discussion covers: the demographic ageing of the Australian population since 1900 and projections for continued ageing into the 21st Century; marital status and place of birth of the elderly population as revealed by the 1981 Census; the health and mortality

of the elderly and particularly trends in mortality rates and the expectation of life; the participation of the elderly in the workforce, and the income of the elderly; the housing and dwelling experience of the elderly; the variation in the proportion of elderly in different local government areas.

ROSSITER, C; KINNEAR, D; GRAYCAR, A
Family care of elderly people: 1983 survey results.
Kensington, NSW: Social Welfare Research Centre, University of New South Wales, 1984, iii, 100p, tables. (SWRC Reports and proceedings no.38)

Reports data from 2 surveys on family care of elderly people (a 1981 survey of 79 families in New South Wales and Tasmania, and a 1983 survey of 79 families in South Australia and New South Wales), without attempting to extrapolate the findings (to be done in a later report). Areas covered by the data gathered include: reasons which led families to decide to care for dependent relatives at home, and for past carers, reasons for seeking institutional care; suitability of housing arrangements; availability and effectiveness of social services; day-to-day experience of caring.

ROSSITER, C
Family care of elderly people: policy issues.
Kensington, NSW: Social Welfare Research Centre, University of New South Wales, 1984, 83p, tables, figures. (SWRC reports and proceedings; no.50)

This monograph represents the final stage of the Social Welfare Research Centres's project on family care of dependent elderly people. The issue of family care is placed in context; community care is discussed in theory and in practice, using both Australian and overseas material; the SWRC study is briefly described and major findings documented. Specific areas of concern include social support services, income and the costs of caring, employment, health services, housing problems and wider accommodation policies, and carers' need for information and advice. The major part of the report presents the implications of these findings for policy-making, both in terms of general aged care policy and in recommendations in the specific areas highlighted. Discussion covers the financial ramifications of these proposals and the various paradoxes involved in policies relating to family care. The conclusion points to the particular need for more flexible and better co-ordinated services, especially in the provision of accommodation for elderly people. The future of family care is discussed and questioned in the light of the earlier discussion and recommendations. (Introduction)

ROSSITER, C
Housing and aged care policies in Australia.
Urban Policy and Research v.5 Mar 1987: 27-30

A paper in the 'Forum' section of the journal on 'Housing old people'. Analyses the characteristics of aged persons' accommodation, pointing out that the great majority of elderly Australians live in private households and they need to be supported by a comprehensive range of services which respond appropriately to their individual needs for housing and care.

ROSSITER, C
Housing tenure and costs of older Australians: gender issues.
Australian Journal on Ageing v.5 May 1986: 4-12

Using data from the Australian Bureau of Statistics Income and Housing Survey 1981/82, this paper investigates some aspects of housing amongst people aged 65 and over. It aims to explore further the generally optimistic view of elderly people's housing and to illuminate the variety of circumstances within this population. The analysis concentrates on gender-based inequalities. Although elderly people generally have adequate and affordable housing compared with the population as a whole, in terms of housing tenure and costs, elderly women tend to fare less well than their male counterparts. Gender inequalities in housing circumstances are discussed in relation to differences in marital status and income levels. (Journal abstract)

SMYTH, B
Elderly persons accommodation options and policies in Victoria.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p148-178, tables

This chapter outlines general trends and accommodation types currently provided for the elderly in Victoria, then identifies the major Ministry of Housing programs operating to assist the elderly, as well as new options being investigated for the future. (Introduction)

STAINES, V S
Background: political (policy) environment in relation to the dwelling experience of aged people in Australia.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p50-90, tables

A statistical profile is presented of the dwelling experience of aged Australians. The chapter then outlines briefly the major relevant features of Commonwealth income security policies, focuses on aged care policies. A number of problems with aged care programs are identified, and a series of recent or foreshadowed policy changes discussed. Four issues which underlie these problems and policy responses are addressed: program goals and objectives; the logic of discussions concerning the relative costs of institutional and community care; aspects of the incentives implicit within aged care programs; and facets of integrated community care. An appendix sets out Commonwealth programs providing care and accommodation primarily for aged people.

STEVENS, C
Bricks and mortar.
In: Graycar, A, ed. Accommodation after retirement. Kensington, NSW: Social Welfare Research Centre, University of New South Wales, 1984, p17-25. (SWRC Reports and proceedings; no.41)

There are many social and psychological theories which could be used by designers as a guide when they develop aged care accommodation. The theories are generally ignored because architects do not know of their existence, do not understand them, or find it difficult to put

theories into a concrete form. If a supportive environment is essential for elderly people, then those environments should not be the province only of the architectural designer but the result of a multi disciplinary team comprising, for example, an administrator, an architect, a psychologist, a sociologist, and of course consumers. (Author)

THORNE, R
The elderly in non purpose-built housing.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p278-300

This chapter looks at those elderly who live in the 'normal' non-specialised household situation - a house or cottage from which they have little desire to move. The majority of evidence cited is from a study of elderly middle-class suburban dwellers in Birmingham (Rose, E A), and previously unpublished data from two surveys sponsored by the Ian Buchan Fell Research Centre. One of these was carried out by Margaretha Hockstra (1977) in the fringe suburbs of Sydney's central business district, the other by Marion Diesner (1980) in two adjacent districts of inner to middle suburbs of Sydney. The two Sydney studies survey the quality of the housing environment for a number of elderly people in lower and middle income areas, and help establish the types of domiciliary care and home help required, so these and similar elderly can continue to lead as normal a life as possible.

THORNE, R; RASKALL, P; CRICHTON, J L
State government policies and achievements: New South Wales and South Australia.
In: Thorne, R, ed. The housing and living environment for retired people in Australia. Sydney, NSW: Hale and Iremonger, 1986, p141-147

The larger States of New South Wales, Victoria and South Australia were invited to provide their policies on the provision of housing for people of post- retirement age. In this chapter, Ross Thorne provides an introduction, and then presents two summaries: 1) Policy on public housing for the elderly in New South Wales, from a paper delivered by Philip Raskall, and 2) State government policies for South Australia, summarised from a paper delivered by J L Crichton.

VICTORIA. MINISTERIAL REVIEW OF SPECIAL ACCOMMODATION HOUSES
Ministerial review of special accommodation houses: final report.
Melbourne, Vic: Health Department Victoria, 1987, 139p, tables, appendices

Special accommodation houses (SAHs) provide accommodation and personal care services for approximately 7000 older and disabled Victorians. The Ministerial Review of Special Accommodation Houses was established by the Minister for Health in November 1985. The dominant issue raised during the Review Committee's investigations was the standard of accommodation and personal care. Concerns included: the inadequacy of the level of physical care and the incidence of physical and/or emotional neglect; the lack of a minimal level of disposable income; the lack of a focus on residents' individual requirements and a lack of rehabilitation programs; the lack of privacy and personal space. Chapters of the report include: principles for reform; residents in profile; the industry in profile; specific resident groups (including ethnic older people, and people with psychiatric or intellectual disabilities); the role of regulations; a review of enforcement; the costs of care; strategies for change.

WHITMONT, D; AUSTIN, M
Rights of the elderly.
Legal Service Bulletin v.8 Aug 1983: 167-171
In March 1982 the Redfern Legal Centre joined the Social Welfare Action Group and others to conduct a phone-in survey of abuse of elderly people. Many abuses mentioned in the phone-in, such as denial of appropriate attention, victimisation and lack of freedom can be seen as part of a total legal framework which does little to protect the rights of elderly people in retirement villages, hostels and nursing homes. This article suggests some possibilities for legal action and describes some of the experiences of Redfern Legal Centre in trying to service the needs of elderly people.

WILLIAMS, J
The geriatric assessment program.
Health Issues no.10 Jun 1987: 6-7
Describes and assesses the planned Commonwealth Department of Community Services' Geriatric Assessment Program, the principles behind which are to support aged and disabled people where possible in their own homes and communities, or in institutions which focus on rehabilitation, and adequate care, working towards the highest possible independence of the assessed person. Conclusion drawn is that, while the underlying principles are to be commended, problems will arise in the implementation. A users' advocate should be an integral part of the assessment process, and additional services should be available where needed so that older people do have a real choice of options.

RELATED DOCUMENTS

Readers are alerted to a number of documents which are highly relevant to this topic which are listed in the section on 'homelessness' on pages 15-37. Because the publications in that section are arranged in chronological order, so too are these author and title entries. For information about the content of any of these items, consult the Abstract attached to the main listing of the document.

1983:
SELBY, J; HALL, A
The life styles of four groups of elderly people in the inner city area of Brisbane.
Australian Journal on Ageing v.2 Nov 1983: 16-21

1981:
BENN, C
The developmental approach: demonstration programs in the Brotherhood of St Laurence.
Kensington, NSW: Social Welfare Research Centre, 1981, 20p (SWRC Reports and proceedings; no. 10)

1979-74:
HOMELESS PERSONS ADVISORY COMMITTEE, (SA)
Unmet needs among chronically homeless in inner Adelaide.
Unpublished, mimeo, 17p, appendices approx 40p, March, 1977

CRISIS ACCOMMODATION

SCOPE: The point at which accommodation services are unable to meet the demand for shelter by those in crisis is often the last step towards homelessness. These documents assess the extent to which demand is being met and discuss areas of need in relation to specialist services for specific groups. Difficulties encountered in establishing and operating women's refuges, youth and drug crisis centres are reported. The concern for the increasing 'turnaway population' of drug dependent and psychiatric clients is also discussed.

DOCUMENTS

CAMENS, J; THIELE, G
Brisbane's homeless.
Semper Floreat v.46 Sept 21 1976: p8-9

This article briefly looks at the activities of three non-government services providing accommodation and support for homeless people in Brisbane. Jane Clemens describes the philosophy and activities of the 139 Club, a drop in centre providing daytime shelter for the homeless. The centre aims to create a group identity and increase political awareness amongst its members whilst offering recreation and private space in an attempt to alleviate the boredom and loneliness of users. Greg Thiele then looks at the problems of alcoholism, overcrowded shelters and unemployment which influence the lives of the homeless. The South Brisbane Salvation Army Men's Home is highlighted as a service meeting immediate accommodation needs whilst also attempting to establish a home environment and support network. Government plans for additional crisis centres are described and criticised as being only temporary solutions to the problem. The article concludes with a brief description of the unique difficulties experienced by homeless women, including access to childcare and the threat of sexual abuse when living on the streets. Shelta, a refuge operated by the Women's Community Aid Association, a feminist organisation addressing these issues is also briefly described.

COX, S
The better they be [women's refuges].
Australian Social Welfare v.8 July 1978: p10-19

Domestic violence is forcing women to leave their homes, for those who cannot afford alternative accommodation a refuge may be their only means of shelter. This article discusses the social, political and legal implications of domestic violence and the problems confronting refuges and the women who depend on them for emergency accommodation and support. The urgent need for changes in social attitudes, in particular those of the police and the legal system are discussed fully. This article will be of interest to social workers establishing women's refuges it also provides an overview of the development of women's refuges by the feminist movement during the 1970's which will provide background information useful to students.

'Women's refuges highlighted the lack of access women have to housing and the necessity for housing to be secure and independently controlled by women.'

'Women and the patriarchy', IN *Shelter*, vol. 3, July 1987, p. 39.

□

'. . . securing a place in a refuge is only a temporary answer to what is in many cases a permanent problem.'

'Refuges cannot guarantee that their clients will receive favourable treatment at the hands of those controlling access to more permanent forms of tenure.'

'Broadly speaking the problems of crisis accommodation are access, location and support.'

'. . . a crisis housing applicant arrives at the counter having exhausted all possibilities including their own financial resources, friends, relatives, community organisations and Government Departments and has nowhere to sleep that night.'

'Crisis tenants have little choice of location, their housing being determined by the location of any vacancies. In many country areas where vacancies are almost non-existent, crisis housing exists in name only.'

'Moving women in crisis away from support systems has a significant impact on their ability to survive once a [public housing] allocation has been made.'

'It is often assumed that if an applicant really has a housing need they will accept any [crisis accommodation] location. But for many people the choice between a roof over their heads and the support of family and community is extremely difficult particularly if housing is only one of the problems in their lives.'

Annette Gallard, 'Crisis accommodation: a necessity or a cop-out for a real allocation system', IN *Shelter*, vol. 3, July 1987, pp. 25, 28.

□

DOW, L; BARKER, M
Child care in women's refuges.
Community Child Care Newsletter no.26 Feb/ Mar 1986: 20-22

Child care in a women's refuge has some special problems, described in this article which focuses on The Corner House refuge in Bathurst, New South Wales. Since a high proportion of the resident children have been abused, they present emotional and behaviour problems. This leads to higher equipment replacement costs, more stress on staff, and the desirability for special services to meet the needs of these children. In addition, refuge centres must cater for children of all ages. Cooperation with other community services and some staff training schemes are described.

DOWSE, S
The bureaucrat as usurer.
In: Broom, D H, ed. Unfinished business: social justice for women in Australia. North Sydney, NSW: George Allen and Unwin, 1984, p139-160

Examines the interaction between the Australian women's refuge movement and the bureaucracy, taking into account the growth of the women's policy apparatus and the influx of feminists into this sphere. Focuses particularly on the funding of the refuge movement and its place in the panoply of government- assisted and operated services. States that it is obvious that the fortunes of women's services are tied, no matter how imperfectly, to the women's bureaucratic apparatus within state governments, and highlights the involvement of women in the public sector, pinpointing some of the contradictions inherent in this situation.

EMBLING, J
Fragmented lives: a darker side of Australian life.
Ringwood, Vic: Penguin, 1986, 112p

This book describes day-to-day work at the Families in Distress Foundation in Footscray, Victoria. Author relates the life stories of some of the children who live at or visit the Foundation, and how efforts are made to help them learn to become responsible for, and in control of, their own lives. The social problems highlighted by the lives of the children include broken homes, child abuse, domestic violence, crime, and drug and alcohol abuse.

GIRDLER, M
Domestic violence: social solutions.
In: O'Donnell, C; Craney, J, eds. Family violence in Australia. Melbourne, Vic: Longman, 1982, p138-154. (Australian Studies)

Reviews some overseas developments in the area of provision of services to alleviate domestic violence, particularly counselling, removal of the violent husband from the home, and court diversion entailing a mediation process. Evaluates these services, looks at developments in Australia, including the Italian welfare agency Co. As. It., and the Crisis Care Unit in South Australia. Stresses two crucial issues: (1) that services must not be developed as a replacement for the refuge system nor as a means of curtailing its much needed extension; (2) services must recognize the unequal power to effect change and gain control of a situation that is vested in different family members, and the way that society has traditionally

placed the responsibility for domestic harmony on to the woman. Calls for a reconstitution of marriage, and identifies important issues as being: economic independence for women; expansion of child care of all types to enable women to act constructively in situations of domestic violence; more accessible public housing to women with dependents; appropriate training of staff in agencies where battered women seek help; community legal education and access to legal services.

HEALY, J
After the refuge: a study of battered wives in Adelaide.
Adelaide, SA: Department for Community Welfare, 1984, 83p, tables, appendices

Reports on an Adelaide study of battered women who received help from women's shelters. 47 women with dependent children who had left 7 Adelaide shelters between 1st August 1981 and 31st January 1982 to live apart from their husbands agreed to be interviewed. The aim of the study was to find out how battered women managed in the first six months after leaving the shelters. How did they fare in their efforts to establish a new life for themselves and their children away from an abusive partner? Where did they turn for help? What sort of response did they receive? The views of the women themselves were sought as to the adequacy of community services. The report concludes with a summary of suggestions about what should be done, covering issues such as accommodation, poverty, support and counselling, child guidance and child care, police and the law.

HEALY, J
After the refuge: methodological issues in follow up survey.
In: National Conference on Domestic Violence: proceedings, volume 1, ed. by Hatty, S E. Canberra, ACT: Australian Institute of Criminology, 1986, p229-239

Reports on a follow-up survey of battered women who had, at one time, sought shelter in a refuge, but had subsequently attempted to establish a life beyond the protectiveness of that environment. The interest, specifically, was in how the women managed once they had left the refuge, and their attitudes towards the services at the refuge. The research is placed in its political context, referring to the emergence of budgetary restraint and the need for program evaluations. The potential for conflict between financial accountability and agency independence is stressed. Concerning methodological issues involved in follow-up surveys of battered women, the problems of definition in sample bias, the complexities of measuring attitudes in a population of abused women, the risks of provoking further violence, the difficulties in locating the women, and the potential violation are important considerations.

KELLY, L; BAKER, M; LACEY, V; STEELE, S
Kids in crisis: from the point of view of a refuge.
In: National Conference on Child Abuse: proceedings, ed. by Snashall, R. Phillip, ACT: Australian Institute of Criminology, 1986, p177-195 (AIC Seminar; proceedings; no.14)

The various facets of life in a refuge are depicted from the perspective of children and the mother. The needs of children in particular categories are discussed: adolescents, boys, girls,

country children, sexually assaulted children, aboriginal children, disabled, children of drug/alcohol addicts and migrants. Circumstances that lead to a child being a resident of a refuge give rise to a wide range of behavioural, educational and health problems, requiring a similar range of services presently inadequate and understaffed in NSW.

Life after the refuge: a personal account.
In: National Conference on Domestic Violence: proceedings, volume 1, ed. by Hatty, S E. Canberra, ACT: Australian Institute of Criminology, 1986, p19-23

In this personal account, Kerryn describes the despair of living with a violent husband and the service provided by the refuge movement. The refuge provided the opportunity to communicate with other women as well as practical assistance. Difficulties were subsequently encountered in attempts to locate appropriate accommodation and employment. Consideration might be given to a follow- up support service after leaving the refuge, a central source and referral service specifically for women and children who have lived in refuges, on- going contact between ex- residents, volunteers and refuge workers, and a realistic inquiry into living costs and subsequent review of Social Security payments and benefits in relation to single parents with dependent children.

McFERRAN, L
Women's refuges speak out.
Australian Social Welfare Impact v.12 May 1982: 25-26

Women's refuges are unable to cope with the demand for crisis accommodation, yet their funding has been decreased. A report on domestic violence in New South Wales commissioned by the Premier has not been acted on. This report recommends improved treatment of, and protection for victims of violence and improved services for women in need of crisis care.

McNIFF, F V
The adolescent halfway house: some legal considerations.
Legal Service Bulletin v.3 April 1978: p44-46

The author raises the question of the legal implications of providing emergency accommodation to adolescents. The history of state, common law and juvenile welfare legislation in Australia. A checklist of points to consider when planning a temporary support environment for young people is given stressing the need for a clear understanding of the legal responsibilities of parents and the state for the care of minors.

NOESJIRWAN, J
Ten years on: a review of women's refuges in New South Wales.
In: National Conference on Domestic Violence: proceedings, volume 1, ed. by Hatty, S E. Canberra ACT: Australian Institute of Criminology, 1986, p267-270

Derived from an extensive evaluation of the forty women's refuges in New South Wales, the paper provides insight into the objectives and functioning of these facilities. They are reported as providing an excellent service, based on an operating philosophy which dictates

that each woman possesses the individual autonomy necessary to make her own decisions. In addition, there is a belief in the provision of a supportive environment in which the needs of children are also paramount. Refuges further assist women with advice concerning social security benefits, accommodation and legal issues. Women who are not resident also seek assistance in a number of areas. However, despite housing over 5,500 during the course of the research, 23,000 were turned away in 1984. Serious consideration needs to be given to the structural inequalities, and psychological and social factors which make violence against women within relationships a possibility.

PERRY, N; CHRISTOPHER, J
Crisis housing.
In: Domestic violence: report of conference held on 26 and 27 July 1982. Melbourne, Vic: Human Resource Centre, in cooperation with the Office of Women's Affairs, Department of the Premier, Victoria, and the Myer Foundation, 1982, p44-46.

States that as far back as the 1800s there were women and children seeking refuge, and describes the establishment of the first women's refuge in Melbourne in 1974. Defines women's refuges, looks at the system for getting into refuges in Victoria, and refers to reasons why refuges in practice are called on to provide medium term accommodation rather than short term, with resultant shortage of accommodation for others who have to fall back on other emergency accommodation.

SAVILLE, H
Refuges: a new beginning to the struggle.
In: O'Donnell, C; Craney, J, eds. Family violence in Australia. Melbourne, Vic: Longman, 1982, p95-109. (Australian Studies)

Traces the development of the refuge movement, looking at organisational structure, staffing, aims and modus operandi of refuges, and the perspectives from which they have evolved. Shows the vital role played by feminist refuges, stating that it must be recognised that feminists are trying, not only to provide housing for women and children, but to present a coherent and readily understandable explanation of the social conditions which make refuges necessary. At the same time they are attempting to establish working structures which do not reproduce the same power relations that brought women to refuges in the first place. Demonstrates that women can, by organising themselves and learning to struggle collectively for social justice, 'delabel' themselves, and that it is precisely because of this collective struggle and the promise it holds for growing strength and understanding of women's position in society and in the family, that women's refuges are one of the most positive practical outcomes of the past ten years of the women's movement.

SKALBAN, G
The needs of immigrant women ex-residents of shelters.
North Adelaide, SA: Women's Emergency Shelter Inc., 1986, 32p

Report on a survey which aimed to obtain basic information and find out the needs and problems encountered by victims of domestic violence of non-English speaking background. The research is based on 35 interviews (64% of women contacted) with women who used the services of a women's shelter in the period July 1985-July 1986.

Research findings cover: biographical information; reason for seeking refuge; children; current living arrangements; income; health; education; employment; legal proceedings; mobility; social-emotional welfare. Appendices describe the syndrome of battered women from a shelter worker's perspective and samples of women's statements in response to the parts of the questionnaire.

WESTERN AUSTRALIA. DOMESTIC VIOLENCE TASK FORCE
Break the silence: report of the Task Force on Domestic Violence to the Western Australian government.
Perth, WA: Task Force on Domestic Violence, 1986, xiii, 326p

The Task Force was required to estimate the extent and nature of domestic violence in Western Australia, to investigate the laws and services as they applied to victims and to recommend appropriate measures, both government and non-government, where they were deemed inadequate. Data were collected by phone-in, newspaper questionnaire, detailed written submissions and personal interview. The report explains many issues surrounding the problem of domestic violence, including reasons for which women remain in an abusive relationship. It also deals with the history, theories of causes and widely held myths surrounding it. Detailed information on the laws and services available for the protection of victims is included, and recommendations made for their enforcement where deficiencies exist. The report also addresses the aspect of prevention.

WOMEN'S REFUGE REFERRAL COLLECTIVE
The women's refuge referral service.
In: Domestic violence: report of conference held on 26 and 27 July 1982. Melbourne, Vic: Human Resource Centre, in cooperation with the Office of Women's Affairs, Department of the Premier, Victoria, and the Myer Foundation, 1982, p52-54.

The Women's Refuge Referral Service is part of the Victorian Women's Refuge Group, which is a collective of all sixteen Victorian refuges. The collective makes joint decisions, trains workers, evaluates and organizes programmes in a unified direction. Paper argues that it is essential that the Women's Refuge Referral Service retains its services outside the Government, detailing services provided and work involved, and providing reasons for retention of autonomy for the Service.

Lost on the Street

Reprinted from the *Age*, 1 August 1987

By Robyn Dixon

Pictures: Bruce Postle

MRS SADIKA is sleeping. The day yawns into life. A few metres away the guttural moan of the city-bound traffic grows more insistent. There is a shopping cart wedged between a bush and a grey stone wall. The light creeps in. Behind, scarcely visible, is a still, green lump.

It is she. And Melbourne workers, bathed, breakfasted and tuned in, pass her sleeping place as they do every weekday. They do not suspect she is there.

She always stirs before eight.

On this morning, her breakfast is a piece of white bread, smeared with tomato sauce.

Mrs Dulic Sadika, 68, sits hunched beneath her wall, stroking bent cigarettes into shape. She offers one.

A vicar from a local church has become concerned about Mrs Sadika. But attempts to give her food, clothing, money, blankets, or to find her shelter have been unsuccessul. She has few possessions, but she does have freedom — and time. She chooses to live as she does. Every day she goes walking.

IN WHAT, 14 years ago, was considered the definitive study on homelessness, Alan Jordan struggled with the desires and the desolation of 1100 homeless men whom he had interviewed.

Homelessness, then associated with alcoholic men, carried stigma beyond mere lack of shelter. The scene has changed dramatically, although mainstream perceptions lag behind. Young people, single aged, people with psychiatric illnesses and families including single parents are fronting up in huge numbers to Gordon House, established by Hanover Welfare with that derelict population in mind.

It says something of social priorities that it took this influx of people, perhaps seen as less desolate and hopeless, before a government decided to revamp the night shelters, Gordon House, Ozanam House and The Gill. The State Government's redevelopment of the shelters is the first attempt to provide a different life for homeless people. It aims to separate traditional homeless from the young and from families and to provide new housing choices.

MRS SADIKA stops suddenly and reverses her cart back to a mirrored shop window. She frowns. Oblivious to the people in the street, she glowers at the crooked angle of her wig. Cigarette in mouth, she spends some time straightening and smoothing her wig. Her nails are long and split, the bright red polish chipped back to the quick.

Each day you may see her, tramping in her red shoes, without socks, her portable home in front of her. In the cart there are two black garbage bags containing clothes and a "monkey" which she says she feeds with a small plastic bottle. But a peek into the tangled depths of this collection provides no evidence of any living thing.

To many she is known just as Selika. Each morning she stops at the same cafe and asks for George. She places her order, the same every day: $2 worth of chips, cigarettes and a box of matches.

"Today Friday?" she asks. No, it is Thursday.

Says George: "She pays once in a blue moon."

She has been coming to the shop for 20 years. Perhaps other shopkeepers won't look after her, he reckons.

Outside, Mrs Sadika runs into a couple of acquaintances.

"These Johnnies are nice boys," she said. The two are dressed out of another decade. They look slightly street-worn. But they're courteous, gregarious men. They reach eagerly when Selika offers her cigarettes, even though one has a cigarette still smoking. She doesn't mind.

IN FITZROY, another homeless woman spends another winter night stranded outside. She is ill, but is it an invisible sickness — psychiatric illness.

After the number of hospital beds in mental institutions was reduced, many people like her were sent out without support and housing.

Coming to work the next morning, Ms Christine Allison, a housing worker at The Rooming House Group, in Fitzroy, is distressed to see the woman again alone and wandering aimlessly.

"She never harms anyone. But she walks into places and they send her to Royal Park. And the next thing, she's back on the streets again. She not only lives out in the weather but she's con-

tinually at risk. Single women who are homeless, it's just horrific what they go through," Christine said.

Ms Gail Poynter of St Mark's Community Centre in the same building as The Rooming House Group, has seen this woman certified and back on the streets a couple of days later.

"She's quite young. She's unable to stay in one place because of her mental illness. She hears voices and quite often the voices are trying to kill her," Gail said. "About once a week, the woman is raped," she say.

Said Christine: "There has to be somewhere she can go, somewhere she feels confident enough to walk into."

A home is about security, a place to withdraw to, safe from the unkind world. Homelessness is vulnerability, more so for women.

A woman in her 40s recalls she was 29 and living in a boarding house. "This bloke got into my room, bashed me up and raped me. The police told me to take it to court so I did. If it ever happened to me again I would not even report it, because they made me out to be the worst person," she said. The man was acquitted and later raped a younger girl at a boarding house.

Many private rooming houses unofficially exclude women who are seen as "trouble-makers". Christine said that one owner refused acommodation to women under 50 because he believed that men fought over them. Ms Faye Bawden, a Western Australian woman recently turned away from a St Kilda rooming house, was outraged: "He should have had a sign up saying 'no women'," she said, unaware that the practice was illegal.

A 30-year-old blonde woman named Chris arrives at the Rooming House Group, breathing quickly, in search of a place to live. After leaving home in her teens she lived mainly in boarding houses, never more than a few months in each.

In rooming houses, money is one problem, loneliness another. "No one really communicates with you. No one is interested. They have always got something else to do," she said. In her spare time she "walks around the place".

"My biggest dream is to have a flat of my own. But I'll never get there. I want it to be a haven sort of thing. Home."

Some private rooming houses are rat-ridden, smelly and miserable. Some are scenes of violence — a recent killing in a Melbourne rooming house was talk around the traps the following day.

A State Government pilot program of low interest loans to rooming house owners will help them meet health standards. Profits are low and 80 per cent of rooming houses have closed in some suburbs, sold to developers who convert the sites to big money. Young professionals are reclaiming from the poor the inner urban belt their parents would have sneered at, adding to the housing squeeze.

Life stays harsh for the people

beneath this pile of life around the city. Like the bloke who got behind in his board and came to the Rooming Housing Group with nowhere to live, holding his trousers up with his hands. He told them his landlady had taken everything he had, including his belt.

TRUNDLING ALONG, Mrs Sadika finds a pair of clean black underpants curled like a small black mammal on the footpath outside a house. She holds them high for a moment, but does not shove them in her cart. She flings them over the fence, and on she goes.

At the next house, she rummages, businesslike, in the letter box. She peers at an envelope, and places it reverently on the front doormat. Mrs Sadika does not explain.

Most days she goes to a drop-in centre where she sits, veiled in clouds of her own cigarette smoke, giving cigarettes to anyone who asks. She introduce me as "my friend today" and makes me a cup of coffee with two dessertspoons of sugar.

Often she talks emphatically to herself. Her tragedy is that her English is broken, but she speaks little of her original language, Yugoslav. She is stranded in some kind of dialect of her own, perhaps half-invented.

Offering garbled tragedies, she recalls vague events but does not describe her emotions. Sparse stories of her childhood in Yugoslavia provide a tiny window, dark and smudged, into her past: but the detail often gets tangled with contradictions.

MRS SADIKA IS atypical of the homeless problem. Apparently, she exercises choice. But for many, becoming homeless is the culmination of a series of small and large events beyond their control. The large events include rising unemployment, the closure of institutions, changes in inner urban regions, closure of rooming houses, and family breakdowns.

Others are just hanging on. In times of economic hardship, many people who spend a big proportion on rent, lose their finger-tip grip. They drop into the great ocean of displaced, lost, homeless people who are tossed about from place to place, searching for a toe-hold on the rocky shore.

It is estimated there are around 40,000 Australians homeless and 60,000 on the verge of homelessness, all waiting for the economic tide to turn.

Homelessness implies a shortage of houses — but in this country no such thing exists. Poverty and homelessness exist at a time when the number of unoccupied houses is rising dramatically. There are 469,000 vacant houses, many holiday houses and second homes, triple those on the state public housing waiting lists, 135,000.

Gordon House is the last resort: the place agencies send people when they can't think of anywhere else.

Hospitals dump people who need nursing care into cabs to Gordon House, which cannot provide such care. But hospitals may refuse Gordon House residents, like two men repeatedly sent away without treatment. One died of cancer. Another was admitted to hospital only after his fifth stroke.

The same discrimination exists in accommodation. Ms Joni Stimson, a Gordon House social worker, phoned a real estate agent in the outer suburbs who promised accommodation for a single man with children. But when the man turned up for his appointment, the agent said he knew nothing about it.

Mainstream society presents itself as a brick wall to these people.

"A lot of social value judgments are made," said Joni, who deals with the fragile, battered egos. "What that does is perpetuate the poverty and homelessness cycle and exacerbate it. They go for jobs and are turned

back time after time," she said.

Joni said consequently, many people found outlets and relaxation in different ways to mainstream society, as they were denied access to other forms of entertainment because of a lack of income.

"Because they don't have the same access to resources as other people, homeless people are often condemned for their lifestyles," she said.

Ms Chris Rampling, a community nurse at Gordon House, said: "There is some self-abuse: excessive drinking, pill-taking, cutting of ties, isolating themselves further, believing they're not worth bothering about — and that they're so far down that they'll never get up again. I have seen a lot of that. Statements like: 'Why does it always happen to me? Why does one thing get wrecked after another?' Or 'Don't worry about me, I'm not worth it'," she said.

The phone is always ringing for Joni Stimson. But Gordon House is out of credit. And saying no is very hard to do.

Some people she must send to other places knowing their chance of getting accommodation is extremely slim: a transvestite seeking a room, for example, is likely to be refused.

The big issue for agencies is lack of emergency relief funds. Because of a huge increase in demand, the projected Gordon House 1987 budget for credit was exceeded by the end of February. Other agencies are reporting the same problem.

Unlike the other big night shelters, Ozanam House, run by the Society of St Vincent de Paul, provides free beds. Indeed, the organisation believes that without this charity, people would just creep away and die somewhere. Mrs Lee Hames, the president of the organisation's board of management, put this to Victorian Community Services Minister Mrs Caroline Hogg early this year at a meeting on the proposed redevelopment of night shelters.

They might be large and depersonalised but, said Mrs Hames, "Many *want* to be 'lost'. They don't want personalised one-to-one relationships. This building is home to many of our men. Without it they'd just go away and die."

One-third of Ozanam House residents are permanent. They sleep in rooms of about 10, each bed numbered. "*All guests are required to make their own bed each morning. Persistent offenders may be refused a bed,*" a notice warns.

A report to the State Government called for fees at Ozanam House, which has so far fiercely resisted.

The stone steps leading up to the big dormitories at The Gill have deep ruts worn by the feet of hundreds of homeless men over decades. More than one-third of those who visited the centre for the first time last year were under 25.

Lights out at 9 pm is the rule, and no talking after that. During the day, especially in summer, men sit outside on the footpath and benches with radios and the silver-gutted insides of wine-casks. In the day centre, they sit around in front of a screen, some sleeping.

"The material culture is poor but better than nothing," wrote Alan Jordan of this group, in 1973.

"The non-material culture is a little richer. Skid row has its world view, myths, esoteric knowledge, private jokes, vocabulary, heroes and villains. Life there is hard and dangerous, but not altogether dull. Interesting things are continually happening to people one knows."

The Government's redevelopment will reduce the number of beds in these big shelters, providing equivalent beds in new small-scale housing.

MRS SADIKA pulls her green-fringed scarf around her shoulders.

She went to school "not long, from five to 10". Then she stayed home with her mother and did housework.

How she came to Australia is unclear, but she claims her mother is alive back in Yugoslavia. "I worry for mother because she say you go Australia one year," Mrs Sadika said.

She says she had two blonde boys once, Johnnie and Michael. Her landlady complained to the police because there was no kitchen in the flat. The boys were taken away, she said. She constantly taps her cigarettes, sometimes knocking off their ends, sometimes forgetting them.

She has vegetable soup and bread every day at the centre, and once a week a hot meal. Mrs Sadika often donates most of her pension to the drop-in centre. They hold it for her a week or so until she is short and they give it back.

"Sometimes she goes and buys 10 cabbages for the drop-in centre. She might spend $30 on groceries and give $25 of it to the drop-in centre. She's incredibly generous," one of the workers at the centre said.

At one stage a young religious group called Teen Challenge decided a home must be found. They got her a flat, but she continued to defy convention, every now and then still wandering off to sleep in a nearby park. The flat was full of old food and rubbish, but she was oblivious. The rats came, and eventually it was demolished.

The local vicar has found three flats for Mrs Sadika but she still resists. He took her to two psychiatrists, who said she was eccentric but not mad.

But it is a confusing picture. Talking about her boys, Mrs Sadika is suddenly overcome with a desire to get a flat, with a kitchen this time. She gets up, full of hope and excitement.

Inside the real estate agents' office, an embarrassing situation develops. Mrs Sadika, talking loudly all the time, grabs a list of available flats. Here is one at $80 a week, but the bond is $320. "Too dear, too dear," she says.

Meanwhile, dread quiet settles on the office. Two people busy behind the counter quickly disappear.

Mrs Sadika wanders up to the counter, but there is no one there to serve her.

THE MOST frightening thing about the new face of homelessness is its youth. What was true of older homeless men a decade ago is now becoming true of the young.

But they are homeless and dependent on benefits decades earlier in life. Transience, lack of skills and inadequate or non-existent work experience lock them in.

Does this mean, like Alan Jordan's homeless men, that many little decisions will finally became "irrevocable" for them? Jordan met, very occasionally, "a man who seemed aware he had come to be balanced on a knife-edge. He could go, he thought, in one way or the other: back to the world he had known, from which he had withdrawn or been driven, defeated, or on to Skid Row where little was offered but little demanded, where he could not fail too badly because failure was already behind him". Is this the choice for young homeless?

Mr David Eldridge, who runs the Salvation Army Crossroads youth project, knows young people who have been homeless for 16 years.

"A lot of the chronically homeless kids who can't lock into a neighborhood anywhere, have been brought up in institutions. It is not institutions that destroy kids, it is transience — being shuffled around the institutional system, from one place to another," he said.

Every night at the Crossroads centre in St Kilda about half-a-dozen young people sleep on the floor. The centre is always full. A further 20 or 30 squat in nearby houses and buildings and come to the centre for showers and to wash clothes.

Homelessness was once assumed to affect low socio-economic groups. Not so now.

"The path to homelessness for middle-class kids still exists: a kid stuffs up at home; he goes around to a mate's place and stays a while, then stuffs up again because he has no income; then he goes to the youth housing services in his area and exhausts his options there. And then he moves to the inner-city hoping there are more places he can go there," David said.

MRS SADIKA'S past is tangled. Even those who know her, know little about her.

Of her age, 68, she says: "Too many years. It goes too fast."

Her lifestyle is completely alien to average Melbourne. While people know of homelessness, real understanding of her culture will never exist for most of them.

That is irrelevant to her — as she is to them. She still survives out there, indefatigable. She does not even admit to being cold at night.

She'll sleep under Melbourne's sky until she is so incapacitated she can be taken by a do-gooder and imprisoned under some roof. And she'll trundle that cart around, like some unfortunate allegory for the year of homeless, going nowhere.

THE DISABLED:
NEEDS FOR ACCOMMODATION, CARE AND INDEPENDENCE

SCOPE: Mental illness or physical and psychological disability are pre-conditions which may limit a person's access to housing and make the process of establishing a stable, supportive home environment extremely difficult. Issues of privacy, overcrowding, independence and the maintenance of links with the broader community are discussed in relation to institutional accommodation. Deinstitutionalisation, in the absence of adequate community support services, has brought about further housing problems for the disabled, in particular the mentally ill. Vulnerable to exploitation on the rental market and discriminated against in public housing, the disabled are at risk of becoming part of the 'revolving door' population spending short periods of time returning to institutions. Further gaps in services, particularly in the area of crisis accommodation, have meant that the disabled are being excluded even from last resort accommodation.

REFERENCE WORKS

AUSTRALIA. DEPARTMENT OF COMMUNITY SERVICES
A guide to the programs and services of the Commonwealth Department of Community Services.
Woden, ACT: Australia. Department of Community Services, 1986, 54p

This guide aims to bring together in one publication and to explain simply the programs administered by the Department of Community Services. The material about each program is divided into the following sections: brief overview; how applications for assistance can be made - including where further information may be obtained and what assessment criteria are applied; recent major developments in the program; and initiatives now to be taken in the program, commencing in 1986- 87. The programs described are 1) residential care for the aged, 2) Home and Community Care Programs, 3) programs for the disabled, 4) supported accommodation assistance, and 5) programs for families with children. It is intended that the guide will be updated each financial year.

LE BRETON, J V
Residential services and people with a disability: a handbook.
Canberra, ACT: Australian Government Publishing Service, 1985, 1v., various pagings

This handbook has been developed in response to the growing need for information and practical guidelines for those concerned with community accommodation alternatives for people with a disability. The primary focus is on the role, response and activities of voluntary organisations providing accommodation. The handbook is also intended to be useful to those individuals, parents, citizen

'At a time when the proportion of the Australian population who suffer from some disability is approaching 13% it is strange that little effort is made to improve housing services for what is a significant growing minority.'

'In the severest [disability] cases, the normal family home is totally unsuitable and drastic provision must be made. The consequential emotional and financial strain on a family can be enormous. In the past, some families have been constrained to give their children up to institutions because of a lack of available options.'

'Housing problems begin to appear from the moment that a parent first becomes aware that their child is not like other children.'

Maxine Griffiths, *Shelter*, vol. 3, July 1987, pp. 8, 10.

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'poverty, lack of success and social dereliction are seen as the sign of personal failure, as proof of a flaw in character and even as a cause for blame.'

'Homeless, typically, means being one of life's loners and losers. Loners, because no home means the lack of family who care and share one's life, the lack of a system of social support, of private space to be oneself and of room to try out living and behaving. Losers, because chance factors dominate in matters of wealth, possessions and power rather than the person's own actions or choices or personal qualities.'

Hanover Welfare Services, North Melbourne, 1986

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advocates, funding organisations and community groups who are involved in ensuring quality accommodation alternatives for people with a disability. Information is provided on the basic principles which should underlie human services, on the rights of residents, and on the range of accommodation alternatives required by people with a disability. Proven strategies and structures are described that will help people with handicaps to become more physically and psychologically independent. A list is provided of further readings.

OTHER DOCUMENTS

BRYSON, L; MOWBRAY, M
The reality of community care.
Australian Society v.2 Jun 1983: 13

Motives behind policy moves towards deinstitutionalisation of the disabled and children in care in New South Wales are questioned. Community care may represent a cheap option in terms of government expenditure, but not in terms of the costs to the workers. Authors show how the burden of welfare services will be shifted to women, and state that there is no excuse for rhetoric that deflects attention from the real personal and political implications of programs.

CAUDREY, D J; WOOD, D L
Independent living for young physically disabled people in South Australia.
Australian Rehabilitation Review v.7 no.4 1983: 41-46

The aims of this paper are to identify the number of physically disabled young people in the age range 16 to 31 years in South Australia; to establish the extent of need for assistance in housing; to examine the demand for housing services as opposed to the deduced need; to identify the housing alternatives that already exist in South Australia; and to describe Housing for Young Disabled People (HYDP), a new service of The Crippled Children's Association of South Australia. (Journal extract)

CRAZE, L
Privatisation of mental health services in New South Wales: implications for women.
In: Women's health in a changing society: 1985 conference proceedings vol.2. Adelaide, SA: Organising Committee, Second National Women's Health Conference, 1986, p108-115

This paper discusses the process of privatisation of mental health services occurring with programs of deinstitutionalisation in New South Wales. New legislation, policies and programs are discussed critically to show how such change, when lacking political commitment, both depends upon and facilitates privatisation. Further, it is argued that privatisation of services depends upon the relocation of responsibility for care from low paid (often women) workers to unpaid relatives (most often women). Costs are thus transferred in many cases from State governments to women. Where mentally ill people are not cared for by relatives, privatisation and deinstitutionalisation might often result in a shift of costs from State to Federal governments and ultimately to mentally ill people themselves, who are left to live in impoverished

and exploited conditions. Gaps in services and policy are identified and recommendations made to assist the amelioration of this situation. Case studies and trends observed are based on the writer's experiences in the mental health field. (Introduction)

EDMONSTONE, K
Self- advocacy.
AAMR Journal v.9 Dec 1985: 3-4

Describes how the group Greater Achievement for Disadvantaged Ipswich People (GADIP) began, and comments briefly on issues raised at the first conference in Queensland for people with an intellectual disadvantage, which was hosted by GADIP. Issues causing most concern were education, sheltered workshops, unions, and accommodation. Action planned by GADIP on some of these issues is set out, and author concludes by stating 'We are people who want to be given a chance, to become more independent, to grow and to have a better go in life. We want people to look at our ability instead of our disability.'

GALBALLY, R
International Year of Disabled Persons: structural change or more of the same?
New Doctor no.21 Sept 1981: 18-19

The author presents the life cycle of disabled people and describes their special needs during various phases of their life. Emphasis is placed on the rights of the disabled: adequate, affordable health care, an adequate, integrated education, employment, shelter, privacy, relationships and self determination.

GARRICK, J
Adults in transition: an evaluation of a life skills programme for people with developmental disabilities in Ontario, Canada.
Australian Social Work v.40 Mar 1987: 13-16

The move away from institutional/ custodial care to community care poses many problems for service planners, providers and consumers. Taking people out of institutions requires careful planning and a comprehensive network of alternative services to be in place, to receive those people. In Ontario, Life Skills Programmes are a component of community services for adults with developmental disabilities. This article provides an analysis of the impact of one such program, including negative side effects, upon the lives of those who attend. Taking people out of institutions is a complex matter and some of the fears of parents and professionals are discussed because they are wary of a situation occurring which is tantamount to moving people from back- wards to back- alleys. As Australian services for adults with disabilities are moving towards a community orientation, ten years of experience in Ontario may provide some guidance. (Journal abstract)

GLENNEN, C; GRIFFITHS, D
Cooperatives and deinstitutionalisation.
CSV Links no.11 1986: 7

Stating that deinstitutionalisation requires specific employment and training policies and service redevelopment, authors review the report of the Victorian Government's Ministerial Advisory Committee on Cooperation (MACC). The report offers a community-based alternative for some members of deinstitutionalised marginal groups through the ownership and control of their own cooperatives.

HALL, J, ed. ; PAYNE, T. ed. ; SIMPSON, J, ed.
Legal rights and intellectual disability: a short guide.
Redfern, NSW: Redfern Legal Centre Publishing, 1986, (Repr. 1987), 94p

Produced for the Intellectual Disability Rights Service and funded by the Law Foundation of New South Wales, the book explains what can be done when intellectually disabled people are mistreated or exploited. It also deals with ways of protecting disabled people through guardianship and money management and discusses how best to provide for an intellectually disabled person in a will. Chapters cover: protecting your rights; discrimination; personal relationships; sheltered workshops; housing; guardianship and money management for adults; wills; crime and the intellectually disabled; consumer protection; care givers. A list of contact points is given.

HAWKINS, E
The Alternative Living Service - Ipswich Region.
AAMR Journal v.9 Dec 1985: 5-10

The Alternative Living Service offers services which assist intellectually disabled adults to obtain maximum independence and integration within society. To this end, specially trained staff are provided to ensure that the intellectually handicapped client receives appropriate life skills training according to his/ her needs and wishes. This paper offers an overview of the service provided by the Alternative Living Service in Ipswich, Queensland, and an outline of current management practices, as well as the means by which specific management/ service goals may be evaluated.

HICKS, N
Hard facts on emptying institutions.
Australian Society v.2 Nov 1983: 35

In moving people out of institutions and into the community, there are social costs as well as economic costs to be considered. Author argues that if maximum normalisation and personal liberty are to be achieved, we need to move quickly to the establishment of detailed standards of support in the community. The search for standards of support has barely begun, achievement of them is unlikely to be cheap.

HORSFALL, J
Psychiatric non-institutionalisation: whose needs are served?
Australian Journal of Social Issues v.22 Aug 1987: 530-541

This article outlines the social problems experienced by persons with a chronic psychiatric disability, and their families. The disabled person's lifestyle is characterised by poor social and vocational skills, poverty, inadequate accommodation and alienation. Many of these problems increase the dependence of the disabled person, emotionally and financially, on their family of origin. The author suggests that these social problems will only be ameliorated if family members are provided with active support and information, and if hospital and community services are integrated and complementary. The disabled person's quality of life can only be improved by accessible intensive social and vocational rehabilitation programs. As these issues are not being comprehensively addressed at the present time family self-help organisations such as the Association of Relatives and Friends of the Mentally Ill (ARAFMI) will need to politicise their plight. (Journal abstract)

KEELY, A
What you need to know about the rights of your disabled client.
Law Institute Journal v.59 Sept 1985: 943-946

Reviews the provisions of the Equal Opportunity Act (1984) as they relate to disabled people, describing the range of people covered and the five broad areas in which discrimination is now unlawful: employment, the provision of goods and services, accommodation, education, clubs and sport. Decisions made by the Equal Opportunity Board are examined, and a summary made of numbers, types and outcomes of complaints received by the Board for the year 1984/ 85.

MOORE, K; PAPADOPOULOS, N; FOOTE, W; O'HALLORAN, P; VISOTINA, M; DAWSON, G; YATES, G; LISTER, S
Insane accommodation: accommodation needs for the emotionally and psychiatrically disabled.
New Doctor no.27 Mar 1983: 18-21

With the passage of the 1958 Mental Health Bill in New South Wales the idea of voluntary admission to mental hospitals became more common. A changing attitude to institutional care led to a policy of rapid discharge of psychiatric in-patients. The process of deinstitutionalisation has not been accompanied by a thorough analysis of community accommodation and treatment needs and the consequent establishment of community facilities. The development of the 'revolving door syndrome' of repeated admission is attributed basically to a combination of policies of shorter hospital admissions and unprepared patients being discharged into an unprepared community on maintenance medication with little or no follow-up. Hence, if psychiatric patients are to be deinstitutionalised there is an urgent need for an adequate proportion of State resources to be transferred to the community in the form of alternative accommodation facilities. The main supportive accommodation required is broadly categorised into three types: the supervised hostel; the halfway house; the group house, satellite house or leased premise. Proposals for changes to meet the accommodation needs of the psychiatrically disabled are suggested.

NEW SOUTH WALES. ANTI-DISCRIMINATION BOARD
Discrimination and intellectual handicap: a report of the Anti-Discrimination Board in accordance with Section 119(a) of the Anti-Discrimination Act 1977.
Sydney, NSW: New South Wales Anti-Discrimination Board, 1981, 383p.

Report defines intellectual handicap and what constitutes discrimination, and analyses the situation of the intellectually disabled under the following headings: prevalence and causes of intellectual handicaps; health services; education; accommodation; vocational training and employment; goods and services; the rights of the intellectually handicapped. In the light of the evidence obtained by the Board which demonstrates widespread discrimination against people with intellectual handicaps, major recommendations are made in the areas of law reform (including affirmative action machinery), educational provision, the nature of residential services and the co-ordination of services.

NEWMAN, A
Youth and special needs accommodation.
Independence v.6 Spring 1985: 35,37,39

Discusses issues relating to the special accommodation needs of mentally and emotionally disturbed youth, a group which frequently falls into the 'homeless youth' category. Author describes the present lack of facilities and outlines the needs of this group.

NICHOLS, J
Health: private care's ugly face.
Australian Society v.2 Mar 1983: 17-19

A strong special accommodation houses lobby is developing in Victoria, and a vociferous campaign is being waged to get government funding. At the same time the push towards normalisation and deinstitutionalisation is likely to influence the direction of extended care in Victoria. Author argues that many of the people leaving institutions are unlikely to live freely in the community, but will end up in a special accommodation house that is a mini-institution with very few safeguards and untrained staff. Financing private businesses can militate against effective planning because of the creation of powerful lobby groups. It will be unfortunate if the outcome of deinstitutionalisation is the spreading of disabled people among small commercial institutions around Victoria and not a large increase in community support systems.

PUCKETT, A
Deinstitutionalisation of the mentally ill: rehabilitation or neglect?
Welfare in Australia v.6 Nov 1986: 16-19

The care of the mentally ill is a contentious issue in New South Wales because some workers prefer a gradual approach of increasing community facilities whilst keeping the hospital base, as opposed to the current view that community facilities must rapidly substitute for the existing hospital services. The 'gradualist' approach has been developed quite satisfactorily in a number of countries, notably in the UK. By contrast, the 'deinstitutionalists', notably in the US, have a number of major failures on their hands because they lack awareness of the needs of the mentally ill in the community. It is argued that, from the fieldworker's viewpoint, current deinstitutionalisation policy should be amended to take cognizance of recent professional studies. Other state governments in Australia will also need to heed the implications of these studies. (Author abstract)

ROMEO, L
Reaching out: a booklet for housing and tenancy services to ensure that intellectually disadvantaged tenants don't miss out.
Albert Park, Vic: Accommodation for Mildly Intellectually Disadvantaged Adults (AMIDA), 1985, 15p, ill.

The Ministry of Consumer Affairs provided funding assistance for AMIDA - Accommodation for Mildly Intellectually Disadvantaged Adults - to look at the situation of intellectually disadvantaged tenants in the private rental market. This booklet aims to highlight the difficulties people have using services and the problems that workers face, and then to share some ideas on how to overcome these problems. It also presents a framework for workers to assess their service's sensitivity to a wide range of needs.

STRIKE, J; GANT, D
Self advocacy: the same rights.
Interaction v.1 Aug 1987: 27-28

The authors, members of the group Self Advocacy, NSW question the belief held by many people that people with intellectual disabilities do not have rights. They advocate that their rights are the same as other people's and include rights to public housing and education, employment, privacy, choice, marriage and sexual relations, voting, worker's rights etc.

VICTORIA. MINISTERIAL REVIEW OF SPECIAL ACCOMMODATION HOUSES
Ministerial review of special accommodation houses: final report.
Melbourne, Vic: Health Department Victoria, 1987, 139p, tables, appendices

Special accommodation houses (SAHs) provide accommodation and personal care services for approximately 7000 older and disabled Victorians. The Ministerial Review of Special Accommodation Houses was established by the Minister for Health in November 1985. The dominant issue raised during the Review Committee's investigations was the standard of accommodation and personal care. Concerns included: the inadequacy of the level of physical care and the incidence of physical and/or emotional neglect; the lack of a minimal level of disposable income; the lack of a focus on residents' individual requirements and a lack of rehabilitation programs; the lack of privacy and personal space. Chapters of the report include: principles for reform; residents in profile; the industry in profile; specific resident groups (including ethnic older people, and people with psychiatric or intellectual disabilities); the role of regulations; a review of enforcement; the costs of care; strategies for change.

WORKING PARTY ON EQUAL OPPORTUNITY LEGISLATION FOR PEOPLE WITH DISABILITIES (WA)
A fair go for people with disabilities.
Perth, WA: Department of the Premier and Cabinet, 1986, 162p.

The Working Party on Equal Opportunity Legislation for People with Disabilities was established in Western Australia to develop guidelines for equal opportunity legislation covering people with disabilities. This discussion paper summarises the recommendations of the working party; addresses the issues of who should be covered by equal opportunity legislation (what types of impairment) and how these persons should be described in legislation; discusses the meaning of discrimination, forms of discrimination, and criteria for establishing whether acts are discriminatory in their nature and should be unlawful when the person being discriminated against has an impairment; considers the following areas where action is needed - employment; education; goods, services and facilities; access to places and vehicles; accommodation; clubs, voluntary bodies, sheltered workshops, charitable benefits and sport. It is stressed that equal opportunity legislation will only go part of the way in achieving equality and the need for community education is highlighted. Other non- legislative needs identified and discussed include policy advice; co- ordination; consultation; research and planning; information, education and communication; counselling. Suggested amendments to the Equal Opportunity Act 1984 are outlined in an appendix.

RELATED DOCUMENTS

Readers are alerted to a number of documents which are highly relevant to this topic which are listed in the section on 'homelessness' on pages 15-37. Because the publications in that section are arranged in chronological order, so too are these author and title entries. For information about the content of any of these items, consult the Abstract attached to the main listing of the document.

HOMELESS PERSONS ADVISORY COMMITTEE, (SA)
Unmet needs among chronically homeless in inner Adelaide.
Unpublished, mimeo, 17p, appendices approx 40p, March, 1977

'. . . almost invariably people have been trapped into their position by forces that they have neither known nor understood . . . It's not that homeless people have played their cards wrong . . . by and large none of them ever had a hand worth playing.'

Hanover Welfare Services, 1985

'Skid row isn't a place — skid row is people.'

'The "stiffs" on skid row belong to the bottom ladder of society, that stratum most of us don't care to think about too much.'

Leon Saunders, *Shadow People*, University of Queensland Press, 1981

'"Look," he shouted," I don't do no harm to no one." Most of the harm with which the (hobo) is associated is done *to* him not *by* him. It is done to him by the outsiders, the jackrollers, the do-gooders, the law-makers and enforcers.'

Jim Ward, *The street is their home*, Melbourne, Quartet, 1979.

DRUG TAKING:
LOSS OF A SENSE OF PLACE

SCOPE: These documents look at the problems experienced by people with drug or alcohol addictions. Popular opinion and media coverage have concentrated on the needs of single alcoholic men and this has made them the most visible of the homeless. Data is presented showing that these men represent only a small percentage of the homeless population. Accordingly these documents show the problems faced by women and adolescents taking drugs. Loss of personal identity and a sense of place, the breakdown of community and family support networks are noted as factors contributing to drug taking. These publications indicate that addiction may not necessarily be the initial cause of homelessness, but it does lead to discrimination in access to housing. Despair, boredom and the need for companionship are identified as powerful forces drawing homeless people to communal drug taking.

DOCUMENTS

BARBOZA, E; LOVEJOY, F
Drug usage and demographic patterns of homeless female polydrug users in Sydney.
In: Women's health in a changing society: 1985 conference proceedings vol.2. Adelaide, SA: Organising Committee, Second National Women's Health Conference, 1986, p43-49, tables

This paper aims to provide some information about homeless polydrug users in Sydney by describing a sample of women who sought accommodation in A Women's Place, which receives funding from the Department of Youth and Community Services to provide short term accommodation for those women found drunk in public. Assessment data on 825 women were collected between September 1981 and April 1985. Demographic data ascertained included educational level attained, source of income if unemployed, and length of time on benefits or pension. Data are also presented which summarise: the major problems and crises that brought the women in the sample to seek accommodation; the type of assistance required on admission; development of alcohol use and of drug use, including age when regular use started; major reasons for taking drugs or drinking; medical, sexual, and penal background. It is concluded that these women face multiple problems in their personal lives, and that their care and rehabilitation is further hindered by a lack of adequate facilities. Facilities specifically designed to cater for the needs of women should be established and maintained.

CANTWELL, A
Working with homeless alcoholic men: finding meaning in suffering.
In: National Association for Loss and Grief (Australia). National Conference (4th: 1985: Sydney, NSW). The family and grief: proceedings ... . Turramurra, NSW: NALAG, 1985, p16-22

By presenting a profile of an alcoholic resident in a Corpus Christi Community, the effect of cumulative loss is illustrated. Sharing his suffering and recognising the loss and the need to love and be loved is presented as a rewarding experience.

MILLS, G G
'Sniffing with top spunks' : notes on the sociopharmacology of solvent inhalation by homeless youth.
Welfare in Australia v.6 Apr 1986: 10-14

This paper is a preliminary report and part of a larger ongoing study of homeless youth and the professional training and education of youth workers in Newcastle, NSW. The paper focuses on sniffing, pointing out that little is known, researched or written on the subject. Contact was made in all with 21 males and 15 females between the ages of fifteen and seventeen. As well as aiming to assist the respondents towards a less dangerous past-time, the primary object of the research was to understand the individual and group motivations, experiences and explanations of their 'sniffers' world. A descriptive ethnographic account is given of their interpretation of reality, and some analysis of the social world they have constructed around sniffing.

NATIONAL ASSOCIATION FOR LOSS AND GRIEF (AUSTRALIA). NATIONAL CONFERENCE (4TH: 1985: SYDNEY, NSW)
The family and grief: proceedings of the Fourth National Conference, National Association for Loss and Grief, Sydney, September 1985.
Turramurra, NSW: National Association for Loss and Grief (NALAG) NSW, 1985, 101p

Issues addressed at the conference included dealing effectively with loss, the best ways of helping families in the event of death, the means whereby people can grieve productively, support systems and coping. Specific papers deal with the varying grief of children, working with homeless alcoholic men, the complexity of bereavement, grief in a rural environment, the precipitants of grief, widowhood and self- help. Papers are indexed under each author's name and the name of the conference.

WEBSTER, I
Alcohol and drug problems in youth.
New Doctor no.38 Summer 1985: 22-26

The use of alcohol and other drugs by adolescents is examined and is considered as an 'index of social function' . The links between teenage drug use, especially drinking and smoking tobacco, and teenage mortality rates and public health are examined by the author. Also discussed are problems of special groups such as Aboriginal, unemployed and homeless youth. Youth drug taking is looked at in the light of influences from the adult world, eg. advertisements, family breakdown, corporate immorality, career role models, adult drug abuse, unemployment and the threat of nuclear war. Statistics cited are taken mainly from New South Wales studies.

RELATED DOCUMENTS

Readers are alerted to a number of documents which are highly relevant to this topic which are listed in the section on 'homelessness' on pages 15-37. Because the publications in that section are arranged in chronological order, so too are these author and title entries. For information about the content of any of these items, consult the Abstract attached to the main listing of the document.

1986:

COUNCIL TO HOMELESS PERSONS (Vic)
A study of homeless women: focussing on the accommodation and support needs of women with alcohol and drug addictions and women with psychiatirc disabilities.
Melbourne, Vic: Council to Homeless Persons, 1986, 76p, tables

1982:

BROWN, C; BRUNT, D
Responding to young people as if they really mattered: reflections on the development and work of 'the Haven' 1097 - 1981.
Australian Child and Family Welfare v.7 no.3 1982: 9-15

1981:

SAUNDERS, L
Shadow people.
St. Lucia, QLD: University of Queensland Press, 1981, 70p, ill.

1979-74:

SACKVILLE, Ronald
Homeless people and the law.
Canberra, ACT: AGPS, 1976, 84p.

SEMINAR ON VICTIMLESS CRIME (Feb.24-27, 1977: Seymour Centre, Sydney , NSW)
Seminar on Victimless Crime: Seymour Centre, Sydney February 24 to 27, 1977. Vols.1, 2 and 3.
Sydney: New South Wales. Dept. of the Attorney General and of Justice, Dept. of Services. Publishing Advisory Service, 1977.

WARD, J
The street is their home: the hobos' manifesto.
Melbourne, Vic: Quartet, 1979, 136p, tables

WARD, J
Towards being down without being out: self help on skid row.
Australian Journal of Social Issues v.12 Nov 1977: 255-265.

WEBSTER, I; RAWSON, G
Health screening of homeless men in Sydney.
In: Health studies of selected disadvantaged groups. Canberra, ACT: AGPS, 1977. (Social/Medical Aspects of Poverty series), P67-80.

'It is not merely a matter of housing.'

Hanover Welfare Services, North Melbourne, 1986.

'Australia's housing tenure and housing patterns have not arisen from generally understood or even widely stated premises about appropriate, affordable or preferred housing.'

'The establishment of the dominant and profitable home purchase tenure has been powerfully orchestrated and financed by governments of all political persuasions for most of this century.'

'The "natural" label leads conveniently to an unquestioning acceptance of home ownership as the preferred tenure and neglect of alternatives and new forces of influence.'

'. . . pressure from the electorate has often been used as a justification for encouraging home ownership policies at the expense of policies aimed at meeting the social objectives of equity and efficiency.'

'The presentation of rational arguments does nothing to change an essentially irrational housing system . . . there is obviously a need for a more coordinated and sustained attack on the gross inequalities that remain a part of housing policy.'

'Demands around housing must be seen to be as politically central as demands around wages and employment, and not simply convenient, a financial tap which can be turned on or off at will subject to the fashions of party ideology or the preferences of the rich.'

Rae Porter, *Shelter*, vol. 3, July 1987, pp. 21, 22, 23.

THE ECONOMICS OF HOUSING:
ISSUES IN HOME OWNERSHIP, PUBLIC HOUSING, CARAVANS AND SHARED HOUSING

SCOPE: These documents examine the housing options available to people on low incomes. Long term residency in caravans, shared housing, public housing and private rental are solutions to the accommodation dilemma for those people excluded from home ownership. Documents highlight government policy regarding public housing and the need for reform and extension in the public housing sector. Tenancy rights and discrimination in access to public housing are also discussed. For many families these options are essentially last resort accommodation alternatives; once these have been exhausted the prospect of homelessness is a very real one.

REFERENCE WORKS

SOUTH AUSTRALIAN COUNCIL OF SOCIAL SERVICE (SACOSS)
Directory of social welfare resources: South Australia. 10th edition.
Adelaide, SA: Community Information Support Service of South Australia in association with Citizens' Advice Bureau (Adelaide), 10th ed., 1983, looseleaf

Now in its 10th edition, this directory aims to be a reference tool for all those providing people with information about services. Agency listings are provided under the following headings: information; accommodation; personal and family; health; civil and legal; education and recreation; community organisation; employment; ethnic welfare agencies, clubs and associations.

OTHER DOCUMENTS

ASPIN, L J
The family: an Australian focus
Melbourne, Vic: Longman Cheshire, 1982, 306p, ill.

Outlines and discusses the many changes that have occurred within the family unit, and also the problems that confront the family in Australian society today. Two chapters deal with the historical development of the Australian family, and the family and change. Other chapters present an introductory discussion, selected case studies and a series of questions for students on the following topics: the family as a social system; socialisation of the individual; one parent families; dual career families; low- income families and families in poverty; the aged; housing the family; the family in other cultures.

BAUM, F
Not so much a roof as a way of life.
Australian Society v.3 no.10 October 1984: 23-25

Report on a study of 131 sharers in 40 shared houses in Adelaide outlining the benefits and disadvantages for the groups who favour

shared housing. These are mostly young people, separated people, the unemployed, older singles, single parents and some couples who don't wish to conform to the nuclear family way of life. The author contends that current housing design, centred on the needs of the nuclear family, needs to change to meet the needs of diverse life styles.

BAUM, F
Shared housing: making alternative lifestyles work.
Australian Journal of Social Issues v.21 Aug 1986: 197-212

Changing lifestyles mean that fewer people are living in traditional families and that demands for innovative styles of housing are increasing. Many young people live in shared houses. Such housing offers relatively cheap and flexible accommodation and also has the potential to make a positive contribution to individuals' quality of life. This paper considers the factors that contribute to the success of these households: successful conflict management, the personality and expectations of sharers, the social interaction within the house and its physical design. It concludes with a consideration of ways in which sharing could be encouraged as a housing option. (Journal abstract)

BINNS, C
Caravan park residents need tenancy rights.
Shelter: National Housing Action v.3 May 1987: 30-32

Presents a selection for a list of issues compiled at a seminar held in February 1987 by the United Caravaners and Campers Association (UCCA), an association which has now increased its membership to parks outside the Newcastle region where it began. The major concern raised at the seminar was lack of tenancy rights; also, aspects of Ordinance 71 (New South Wales) which are causing financial hardship, such as increased tariffs. Recent problems experienced by residents are described, and the power wielded by caravan park proprietors is demonstrated.

BURKE, T; HANCOCK, L; NEWTON, P
A roof over their heads: housing issues and families in Australia.
Melbourne, Vic: Institute of Family Studies, 1984, 178p, tables, figures. (Monograph/ Institute of Family Studies; no.4)

This monograph looks at the nature of housing in Australia and the ways in which government housing policies have affected families and the quality of family life. The authors examine issues such as the advantages of home ownership compared to renting, access to private versus public housing, the deposit gap and its effects on family formation plans, the uneven geographic and social distribution of types and qualities of housing, and the problems of youth housing. Chapters 1 and 2 outline the changing nature of the housing market and its relation to family needs and economic inequalities. Chapter 3 looks at issues in public housing and Chapter 4 examines youth housing and the needs of youth in a time of family and social change.

CHILD DEVELOPMENT AND FAMILY SERVICES COUNCIL (VICTORIA). STANDING ADVISORY COMMITTEE ON CARAVANNING AND CAMPING
Interim report on long-term residency in caravan parks in Victoria.
Melbourne, Vic: Child Development and Family Services Council, 1983, 31p, appendices

One of the terms of reference for the Standing Advisory Committee on Caravanning and Camping is 'to review and consider the existing Victorian, Australian and, where applicable, overseas research literature, as well as existing Government reports and regulations relating to caravan park residents, and specify the major findings which appear relevant to Victoria'. This report presents interim findings from this review, lists questions the Committee needs to address, and calls for public comment.

COLEMAN, A
The Utopia that failed: the great post-war vision of ideal public housing has ended in squalor and social breakdown.
Australian Society v.4 Aug 1985: 10-14

Reports on a study by the Land Use Research Unit at King's College, University of London which examines what is wrong with modern housing estates. Includes over 4,000 blocks of flats and 3,893 houses which were mapped in detail for design and layout to see which features were associated with various lapses in civilised behaviour: litter dropping, graffiti- scrawling, vandalism, pollution by excrement and family breakdown leading to children being placed in care. Crime is shown to relate strongly to disadvantagement scores. Design is considered more influential on social malaise than population density, amount of nearby public open space or unemployment.

Community responses to the 1986-86 budget.
Australian Social Welfare Impact v.16 Sept 1986: 2-16

A special section containing short articles evaluating the Australian government's Budget of August 1986. Contents: Lyons, M: Overview: slashed deficit means unemployment growth; McClelland, A: Economic overview: no strategy for structural problems; Disney, J and Jones, G: Revenue: no relief for poorest; Fogg, S: Housing: still waiting; Chesterman, C: Community services: a bright spot here and there; Lamaro, A and Barclay, S: Women and children under attack; Disabled Peoples International (NSW): People with disabilities: pleasure and disappointment mixed; Shergold, P: Ethnic communities: multiculturalism betrayed; Barber, J: Pensioners: learning to live with less; Women's Social and Political Coalition (Vic): No equity for women; Developmental Youth Services Association and Youth Affairs Council of NSW: Young people: priority what? Papers also indexed individually under the following authors: Trethewey, J; Freeland, J; and Solomon, S.

EDWARDS, P K; JONES, J A; EDWARDS, J N
The social demography of shared housing.
Journal of The Australian Population Association v.3 Nov 1986: 130-143, tables

Despite the prevalence of shared housing in Australia, almost one-third of all households, little is known about who are the people who share accommodation, and why they do so. Using a sample of 4,560 households, this paper presents a demographic profile of shared dwellings and tests some of the prevailing assumptions about why certain groups may have a propensity to share. Some of the implications of the findings for existing housing policies are pointed out and directions for future research are suggested. (Summary)

EVERETT, A; TELFER, R
Living and learning: rapid community growth and its consequences in Newcastle, NSW.
In: Australian Family Research Conference (1st: 1983: Canberra): proceedings, v.4 Policies and families. Melbourne, Vic: Institute of Family Studies, 1984, p375-406, tables.

Reports on a study of the impact of a large and rapid Housing Commission development in a well established, upper-middle class suburb in Newcastle. Data were derived in a structured interview, with a follow-up 6 months later. Psychological and sociological variables were probed in an attempt to isolate factors contributing to community cohesion, with particular emphasis on family type (single parent, joint and elderly) and length of residence (new arrivals and existing residents). Central dependent variables analysed included socioeconomic status, self concept, involvement in social networks, education level, the perception of stigma associated with Housing Commission residence, and modes of adaptation utilized by the different family types. Looks at the role of the Community Development Officer, the question of integrated housing, and the value of extending the study.

EVERETT, A; TELFER, R
Some sociological aspects of a housing commission community: report of research funded by the Institute of Family Studies.
Newcastle, NSW: Department of Education, University of Newcastle, 1983, 30p, tables (Education research report/ University of Newcastle)

The purpose of this investigation was to assess the impact of a large scale and rapid housing development on an established middle class lakeside community in the Newcastle region. Psychological and sociological variables were assessed in a test/ retest period of six months, in an attempt to tap the changes that occurred in the period of initial contact. The key areas of focus included the sense of self esteem and security, the extent of interaction between the new and established residents along with the emerging perception of the 'other' group, the existence and usage of facilitative adaptation mechanisms and the problems that emerged in this process. Changes which occurred in the period of study with the three family types studied (elderly, joint parent and single parent), and the stances adopted by the new and existing residents, were also considered. (Authors)

GEELONG REGIONAL COMMISSION (VIC)
Caravan and camping study.
Geelong, Vic: Geelong Regional Commission, 1980, 56p, tables, illus. (Research report series/ Geelong Regional Commission; no.7)

This report, which sets out a regional policy for the further development of caravan and camping areas in the Geelong region, also provides an insight into long-term occupancy and government regulations. Caravan proprietors consulted indicated that 37% of all available sites in and around the Geelong urban area were occupied by long-termers. Long term residents were asked to state their main reasons for living in a caravan. Mobility, economics and employment opportunity requirements were the main reasons given. Studies are described which are underway in Victoria and New South Wales to revise existing regulations relating to caravan parks in general and long term occupancy in particular. Issues are suggested which will need to be considered by the Geelong Regional Commission in adopting a policy on long-term occupancy.

HARDWICK, H
Inside public housing.
Australian Social Welfare- Impact v.14 Mar 1984: 13-16

Observations on the state of public housing throughout Australia. Results of a nationwide consultation with a broad range of organizations and individuals regarding the Commonwealth State Housing Agreement (CSHA) due for negotiation in 1984. Examines eligibility; Aboriginal housing; rental policy; cooperatives; state/territory requirements; and problems concerning management and administration of stock. (Journal abstract)

KUNNEN, N
Havelock House: a community consultation.
Dickson, ACT: Department of Housing and Construction, IYSH National Focal Point, 1987, 73p (IYSH documentation series)

This report documents the consultation process used by ACTCOSS in developing physical and management options for returning Havelock House, an ex-government hostel, to public accommodation for low- income, single people in the inner city area of Canberra. The feasibility study recommended refurbishment to convert the building into self-contained units to be managed by residents. The report gives a brief history of Havelock House and its occupancy since 1951 including the campaign to save it for low-cost accommodation needs. In 1985, a government inter-departmental committee was established to consider transfer of Havelock House to public housing. The study team, through discussions, meetings and public forums, involved participation of the public, consumers, community-based workers and government representatives in specialist areas of welfare, housing, planning, and other technical areas. Recommendations include a variety of physical planning and management options. A social audit technique was used to score objectives and options. Other issues dealt with in the report include community development, funding, contractual agreements, sponsors and their requirements and responsibilities, lessees, eligibility criteria for tenants and tenancy agreements.

LOCKWOOD, M
Joining the queue: access to public housing by young people and singles.
Shelter: National Housing Action v.3 Nov 1986: 11-13

In 1984 the renegotiated Commonwealth State Housing Agreement (CSHA) required State housing authorities to provide housing assistance to people on the basis of their need, regardless of their age or life situation. Since then all States, with the notable exception of Queensland, have made some efforts to provide housing to both young people and singles. This paper looks at aspects of various States' attempts to provide housing to young people and singles, focusing on shared housing, medium to long term supported accommodation programs, and direct tenure. Progress under the 1984 CSHA is evaluated, and the overall conclusion drawn that the housing interest of young people and singles will only be realised within the context of a greatly improved and better resourced public housing sector.

METCALF, W J; VANCLAY, F M
Social characteristics of alternative lifestyle participants in Australia.
Brisbane, Qld: Institute of Applied Environmental Research, Griffith University, 2nd ed. , 1987, 81p, tables (Environmental information series. Research report no.1)

This report presents empirical data on the social characteristics of participants in diverse alternative lifestyle situations, and debunks a number of popular myths by combining the results of five surveys conducted on various segments of the alternative lifestyle movement in Australia over the past three years. They are 1) a study by above authors of current and intending participants of the alternative lifestyle movement (rural and urban) through a sample collected from readers of alternative lifestyle magazines; 2) a study by E A Sommerlad, P L Dawson and J C Altman of participants in 20 rural land sharing communities in New South Wales; 3) a study by S Barker of 13 rural communities (multiple occupancies) in the Lismore city area; 4) a study by F E Baum of 39 urban share houses in Adelaide; and 5) Peter Cuming's study of 14 multiple occupancy groups in the Clarence Valley area of New South Wales.

MILLIGAN, V
Housing and local government.
Australian Social Welfare Impact v.12 May 1982: 11-14

This article explains the Waverley Community Housing Officer Project and examines its value as a local government response to the critical housing problem in Sydney. The role of local government in housing is discussed.

POWELL, S
Temporary, insecure and expensive.
Australian Society v.6 Oct 1987: 50

An article within part 2 of a series titled 'What happened to the great Australian dream?' It is estimated that 250,000 to 300,000 people live in caravans and mobile homes in this country, the majority of them families with young children. The author outlines the costs, lack of facilities and rights which are part of caravan life and notes government action in New South Wales and Victoria which is long overdue.

SHELTER VICTORIA
Housing: dollars and sense; a community view on the Victorian Housing Budget 1987-88.
Melbourne, Vic: Shelter Victoria, 1987, 28p

Highlighting an increase in the level and severity of housing related poverty in 1987, deterioration in the standard of housing for many on low incomes, and a growth in the level of homelessness, a proposal is put forward for the minimum possible response required by State Government. Sections of the document cover: the general demand and supply of public housing; the Victorian Government's commitment to public housing; Victoria in comparison with other States; public housing and the housing industry; demand for public housing from specific groups; managment and quality of public housing; involving the community. Shelter proposes funding for public housing acquisition should be increased by 25% each year over the next four years; expenditure on estate improvement should be increased by 50% each year over the same period. A second and longer term step is for changes to be made to the way in which housing is financed. In particular, it is necessary to consider how the mechanisms for funding public housing can be reformed.

VICTORIA. COMMITTEE OF REVIEW ON LONG-TERM RESIDENCY IN CARAVAN PARKS IN VICTORIA
Long-term residency in caravan parks in Victoria: final report 1983.
(Melbourne, Vic): Committee of Review on Long-term Residency in Caravan Parks in Victoria, 1983, 209p, tables

The Committee of Review on Long-term Residency in Caravan Parks in Victoria, initially established under the auspice of the Child Development and Family Services Council, went on to report to the Minister for Community Welfare Services and the Minister of Housing following suspension of the Council. This final report describes the Review, explores the needs of caravan park residents, and sets out recommendations, including those in relation to planning requirements, State authority, rating of caravan and mobile home parks, tenancy status, standards and regulations, and policies of government and statutory organisations. A section on the nature and extent of residency in caravan parks includes information on reasons for long-term residency, characteristics of long-term residents, and caravan residents' future plans. Appendices include information on the surveys of park managers, park residents and local government councils; submissions received; regional profiles of caravan park residents; interstate comparisons.

WULFF, M G; NEWTON, P W
Public housing in Melbourne: locational implications of policy decisions.
In: Dixon, J; Jayasuriya, D L, eds. Social policy in the 1980s. Canberra College of Advanced Education in association with the Australasian Social Policy and Administration Association, 1983, p175-185.

Examines the Victorian Housing Commission's policy between 1954 and 1981 in terms of spatial equity; the segregation of housing stock and the accessibility of public housing to urban services.

RELATED DOCUMENTS

Readers are alerted to a number of documents which are highly relevant to this topic which are listed in the section on 'homelessness' on pages 15-37. Because the publications in that section are arranged in chronological order, so too are these author and title entries. For information about the content of any of these items, consult the Abstract attached to the main listing of the document.

1987:
STILWELL, F
The housing crisis, squatters and the state: the Glebe estate experience.
Urban Policy and Research v.5 Jun 1987: 73-79

1986:
MEERTENS, P
Outer east housing: needs study.
Croydon, Vic: Outer East Regional Housing Council, 1986, 166p, tables, figures

WATSON, S; AUSTERBERRY, H
Housing and homelessness
North Ryde, NSW: Methuen, 1986, 192p

1985:
U'REN, R
Heading where?: A Hanover Welfare Services Position Paper on Homelessness and the development of services.
North Melbourne, Vic: Hanover Welfare Services, 1985. 8p.

1984:
AUSTRALIA. PARLIAMENT.
Homelessness - a capital problem: report of a committee of inquiry into homelessness and inadequate housing in the ACT and surrounding regions.
Canberra, ACT: Australian Government Publishing Service, 1984, vi, 218p, tables

McDERMOTT, J
Half a chance: the evaluation of the Northcote Accommodation Project.
Fitzroy, Vic: Brotherhood of St Laurence, 1984, 112p, tables.

SUSSEMS, S
City of Melbourne and homeless people: a report submitted to the City of Melbourne.
Melbourne, Vic: City of Melbourne, 1984, 152p, tables, appendices

1981:
BENN, C
The developmental approach: demonstration programs in the Brotherhood of St Laurence.
Kensington, NSW: Social Welfare Research Centre, 1981, 20p (SWRC Reports and proceedings; no. 10)

1980:
AUSTRALIAN HOUSING RESEARCH COUNCIL
Women in last resort housing: final report: Australian Housing Research Council, Project No.46.
Australia. Department of Housing and Construction, 1980, 330p.

GOVERNMENT ASSISTANCE ON HOUSING AND RENT

SCOPE: Low income groups, the unemployed and those in receipt of disability pensions are all at risk of becoming homeless. For these people, government assistance may be the only means by which they can avoid the threat of homelessness and progress beyond inadequate or sub-standard housing. These documents, whilst related to those presented under the heading POVERTY, HOUSING AND UNEMPLOYMENT, focus on the provision of income support and housing and accommodation assistance programs, including rental rebates, housing allowances, and home ownership assistance schemes.

DOCUMENTS

AUSTRALIAN INSTITUTE OF FAMILY STUDIES
First evaluation report of the Victorian Ministry of Housing's Capital Indexed Loan Pilot Scheme: an evaluative study of the impact of entry into home ownership of a pilot group of low income families in Victoria.
Melbourne, Vic: Australian Institute of Family Studies, 1987, 98p, tables

In November 1984 the Victorian Ministry of Housing initiated the Capital Indexed Loan (CAPIL) Pilot Scheme. The Australian Institute of Family Studies was contracted for the task of evaluating the Pilot scheme and the evaluation commenced in April 1985. This report provides data from: the first wave of interviews with 481 loan recipients (90% of the total number which received loans through the Pilot scheme); the first wave of interviews with the 'control group' families in the private rental market. Where possible on the basis of research so far, objectives are assessed against outcomes. With regard to financial outcomes, families moving from private rental where they paid substantial proportions of their income in rent have experienced increases in disposable income of 20 per cent on average. There have been few increases in costs associated with the move into home ownership that have caused financial difficulties. The majority of families reported that they were able to meet living costs and some were able to save. At this early stage of the scheme there have been no families who have defaulted on their loan agreement because of economic difficulties. Suggestions are made about issues which need to be addressed further.

BLACK, G
Rental rebates versus a consolidated housing allowance.
In: Income Support Seminar (1986: Melbourne, Vic). (Melbourne, Vic): (Standing Committee of Social Welfare Administrators, Sub-Committee on Income Security), (1986), p264-277, tables.

The notion of consolidating assistance to all low income renters appears to have merit since it addresses poverty and the effective targeting of assistance. Suggestions of a consolidated housing benefit are overshadowed by issues developed in the paper: firstly that housing policy must address the broader question of equity between all three housing tenures, and secondly, the fact that

'Homelessness implies a shortage of houses, but in this country no such thing exists. Poverty and homelessness exist at a time when the number of unoccupied houses is rising dramatically. There are 469,000 vacant houses, many holiday houses and second homes, triple those on the public housing waiting lists 135,000'

Robyn Dixon, 'Lost on the street', *The Age*, 1 August 1987.

□

'Is homelessness a health problem, a social problem, both, or nobody's problem?'

Leon Saunders, *Shadow People*, University of Queensland Press, 1981

□

'The most dangerous aspect of the stigmatised definition of the (homeless) is the possibility that (they) will internalise this outsider's definition.'

Jim Ward, *The street is their home*, Quartet, 1979.

□

'Australian housing development emphasises owner occupation and the traditional nuclear family household. All other needs and views, that is those of the majority, have been effectively marginalised.'

'The major problems with present housing policy is that the objectives of affordability and equity and the objective of home ownership are in conflict.'

Rae Porter, 'Lack of coordination in housing provision', IN *Shelter*, vol. 3, July 1987, pp. 15, 20.

□

'. . . state housing authorities have through their acceptance of the responsibility for rental rebates, become de facto Departments of Social Security. The income maintenance responsibility has become an increasing source of concern as the rebate bill climbs to levels where it may threaten new construction.'

Annette Gallard, NSW Department of Housing, 'Crisis accommodation: a necessity or a cop-out for a real allocations system, IN *Shelter*, vol. 3, July 1987, p. 28.

□

public housing is facing financial extinction brought about by a 'blow- out' of the rental rebate bill. Some of the fundamentals in the housing system, the directions being taken by housing policy makers, and the notion of a general housing benefit are outlined. Likely difficulties in implementing a general housing benefit and a rental benefit, are considered.

DALTON, T
Reform options in housing assistance.
In: Income Support Seminar (1986: Melbourne, Vic). (Melbourne, Vic): (Standing Committee of Social Welfare Administrators, Sub-Committee on Income Security), (1986), p306-316

Argues for a number of reforms for housing policy. Some of the main dimensions of housing related poverty are outlined and the case argued for the development of a housing investment strategy, the supply of public and private housing being contingent on steady investment. There is a need to directly assist low income tenants in both the private rental market and in the public housing sector. For tenants in the private rental market there is a need to provide greater levels of legal protection. Coupled with increased protection there is a need to increase the level of income for those households experiencing housing related poverty. For tenants in public housing steps should be taken which begin the process of separating the provision of housing from the provision of income security.

GILBERT, R
1983 survey of emergency assistance applicants: results of the first of a regular six-monthly survey of applicants for social welfare assistance in New South Wales.
Sydney, NSW: Department of Youth and Community Services, 1984, 96p, tables (New South Wales. Department of Youth and Community Services. Planning and research paper; no.37)

This report presents the results of the first comprehensive, statewide survey of applicants for social welfare assistance. During the two week period of the survey, a total of 11,296 persons applied for social welfare assistance. The report documents their demographic status, the source and amount of their income and housing costs, and the nature of assistance they received from the Department of Youth and Community Services. A brief history of emergency relief provision in New South Wales is given, also explanations are suggested for the upsurge in demand for social welfare assistance. Findings include that: the most frequent types of household seeking assistance were single parents (35%), single persons (31%) and couples with children (25%); of the total number of applicants, 96% were dependent on the receipt of a Commonwealth pension or benefit; the average household applying for assistance was receiving an income 27% below the poverty line; after paying 44% of their gross income on housing costs, the average household was left with $64 per week to meet all other expenses, placing them 43% below the Henderson poverty line for 'after-housing' income.

HARMER, J
The funding of rent rebate: issues and responsibilities.
In: Income Support Seminar (1986: Melbourne, Vic). (Melbourne, Vic): (Standing Committee of Social Welfare Administrators, Sub-Committee on Income Security), (1986), p278-297

Argues that the issue of whether the State or Federal Government should meet the costs of providing rent rebates to low income public tenants is much more complex than the current public debate would imply. Trends in the growth of rent rebates, factors which affect the growth in rebates, and issues associated with responsibility for meeting the cost involved, are discussed. Some of the key issues raised by current proposals to resolve the rent rebate debate and at the same time provide much needed assistance to low income tenants in private rental, through the introduction of a national housing benefit or allowance, are identified. A wide range of decisions within the province of both Federal and State governments can affect the amount States forego in the collection of public housing rents. For this reason alone it is most unlikely that the Federal Government would ever accept full financial responsibility for meeting the costs of rent rebates. Recent proposals for the introduction of a Federally funded national housing allowance/ benefit have the potential to offer a more realistic and equitable solution to the debate over rebates. While there are a number of administrative, policy and financial issues involved in the implementation of such an allowance/ benefit, the advantages of such a proposal indicate that this option deserves consideration.

INCOME SUPPORT SEMINAR, MELBOURNE, 8-9 DECEMBER 1986
(Melbourne, Vic): (Standing Committee of Social Welfare Administration Sub- Committee on Income Security), (1986), 359p

The aims of the seminar were to provide a forum for discussion of targeting of Commonwealth and State programs of assistance to low income people to ensure that this assistance is directed towards those greatest in need, and to develop co- ordinated and co-operative strategies to address poverty in Australia. Major issues raised include: extensive canvassing of the question of universal provision versus targeted forms of support to low income households, and the effect of targeting on work incentives and poverty traps; the effect of the link between State concessions and Commonwealth health cards on Commonwealth and State policies, programs and reforms; reform initiatives by the Commonwealth in the areas of income support to families and the child maintenance system; equity in housing assistance to public and private tenants and the link between housing, poverty and income security provision; youth income support and the division between Commonwealth and State responsibilities for young people.

KENDIG, H
Buying and renting: household moves in Adelaide.
Canberra, ACT: Australian Institute of Urban Studies, 1981, xviii, 183p, figures, tables, maps. (AIUS Publication; no.91)

Reports the findings of a survey of 700 households that moved into different kinds of dwellings in Adelaide during 1976 and early 1977. Questions why and at what stages in life people choose to change their homes, and tests the common assumption, on which much policy is based, that nearly everybody follows the same housing progression. Findings confirm that the mainstream of households do move into home ownership relatively early in their adult lives. Also, owner-occupancy is the long-term goal of nearly all households. However, there is a substantial minority of households who want to buy but lack the means and must rely permanently on private renting. Other households move back from owning to renting as a result of divorce, migration, and economic setbacks. Lack of money rather than preference accounts for most of the choices made in dwelling type and

tenure. Similarly, the influence of life cycle on housing choices is significant mainly because the stage of life determines how much money can be spared for housing. Concludes that the central dilemma in Australian housing policy is the failure to redistribute government benefits from the majority who do not need them as much as the minority who do. The difficulties are not restricted to the impoverished, as families on a single average wage also face difficulties in raising deposits.

NAPPER, P; MAAS, F
Evaluation and the policy formulation process: with reference to the CAPIL pilot scheme.
Unpublished, 1986, 14p. Paper presented at Second National Evaluation Conference, Sydney 1986

Under the Capital Indexed Loan (CAPIL) pilot scheme of the Victorian Ministry of Housing, loans have been given to 533 families who had an income of less than $200 per week at the time of application. The pilot scheme is aimed at testing a) the affordability of home purchase to very low income earners, and b) whether home ownership (via the Pilot) alleviates or exacerbates poverty. Authors describe the basic features of the CAPIL scheme, and the policy context in which the scheme evolved and is operating. An evaluation of the scheme is in progress, taking the form of a longitudinal study over a minimum of 3 and possibly up to 5 years in length. Evaluation objectives and methodology are described.

NAPPER, P; BURBIDGE, A
Who wins from rent relief?
Australian Society v.2 Apr 1983: 20-21

The Fraser Government's 1982-83 budget provision of up to $250m for rent relief has again raised fears that the money will enable landlords and agents to raise rents and do nothing to help private tenants. Authors examine factors which influence demand, supply and rents charged. They show that the limited statistical evidence available suggests that income increases do help low income private tenants, and that there is little evidence that landlords can generally increase rents in line with income. Rent relief and increases in income for poor renters should not have to wait until more public housing can be built.

NICHOLADES, J
Negative gearing myths.
Australian Social Welfare Impact v.17 Aug 1987: 10-11

It is argued that the reintroduction of negative gearing, strongly promoted by the Real Estate Institute of Australia and The Master Builders Federation of Australia will not necessarily resolve the shortage of low cost rental accommodation, since there is no guarantee that investment would flow to the lower end of the market. Rather, research shows that public housing is one of the most effective methods of targetting assistance to those on low incomes.

SPOONER, S; PLIMER, D
Issues in rent assistance: housing assistance through income support.
In: Income Support Seminar (1986: Melbourne, Vic). (Melbourne, Vic): (Standing Committee of Social Welfare Administrators, Sub-Committee on Income Security), (1986), p298-305

111

Public housing programs play a crucial role towards meeting the government's housing policy of providing access to affordable housing for all. The major advantages of public housing lie in the ability to set affordable rents, the allocation of housing on the basis of family size and structure and in the security of tenure. These advantages remain a benchmark against which assistance to private renters can be measured. Since further substantial progress in providing more public housing is probably not financially feasible in the short- term, and because of the size of the low income po[Alation in private housing, the major continuing challenge in the short and medium term is considered to be to better focus assistance on those with low incomes and high housing costs in the private rental market. The social security system is seen as the major path by which this challenge might be met. Pensioners, beneficiaries and low income families who are renting privately are severely disadvantaged in that most pay more than 25 per cent of their household income in rent. Current initiatives of the Commonwealth Government to improve and better target assistance to needy private renters are listed, as well as a number of private areas on which further assistance could be focused.

VICTORIA. MINISTERIAL COMMITTEE ON STATE CONCESSIONS
State Government concessions in Victoria.
Melbourne, Vic: Department for Community Welfare, 1984, 89p

This report describes the issues examined by the Ministerial Committee on State Concessions, and the initiatives which have been introduced by the Government in response to the investigations of the Committee. These include concessions relating to energy, public transport, rates, health, housing and education, and an extension of concessions to supporting parent beneficiaries, and to recipients of rehabilitation allowance, spouse carer's pension and single adoptive parents. Appendices provide details of current State concessions, expenditure on concessions for the financial years 1981/82, 1982/83, 1983/84 and budgetted expenditure for 1984/85, fringe benefit entitlement and numbers of people eligible for State concessions.

VIPOND, J, ed.
Assisting private renters: papers from a workshop.
Woden, ACT: Department of Social Security, 1987, 109p (Social Security Review background/ discussion paper; no. 18)

Poverty research in Australia has highlighted low income families in the private rental market as a group particularly prone to incomes which are inadequate to cover their needs. This has led to an on-going debate on the extent to which this problem should be redressed through income support measures targeted specifically to low income private tenants or through housing policies designed to reduce housing cost pressures. Policy options for relieving housing problems among people on low incomes are presented by Vipond, J, with comments by Yates, J and Black, G. A summary of workshop discussion is also included.

RELATED DOCUMENTS

Readers are alerted to a number of documents which are highly relevant to this topic which are listed in the section on 'homelessness' on pages 15-37.

Because the publications in that section are arranged in chronological order, so too are these author and title entries. For information about the content of any of these items, consult the Abstract attached to the main listing of the document.

1987:
DALTON, T
IYSH - yet another international year.
Australian Social Welfare Impact v.17 Mar 1987: 6-8

GEVERS, L
We need houses too: report to the Western Australian Committee of the Youth Supported Accommodation Assistance Program on the supported accommodation and assistance needs of homeless young people in Western Australia.
(West Perth, WA): (Youth Accommodation Coalition of WA), 1987, 129p, tables

HAAS, F
Keeping income support on the youth policy agenda.
Youth Studies v.6 Feb 1987: 2-5

1984:
AUSTRALIA. PARLIAMENT.
Homelessness - a capital problem: report of a committee of inquiry into homelessness and inadequate housing in the ACT and surrounding regions.
Canberra, ACT: Australian Government Publishing Service, 1984, vi, 218p, tables

GORMAN, A; SARKISSIAN, W
Public housing for single people: problems, resources and options.
Armidale, NSW: Social Impacts Publications in association with the Housing Commission of NSW, 1984, 188p, appendices, tables.

1982:
BRADFIELD, J
Transitions: a report on the Youth Services Programme in New South Wales.
(Sydney, NSW): Social Research and Evaluation Ltd, 1982, 234p, tables

HANCOCK, L
Youth workers perceptions of youth housing needs and preferences: government funded responses to youth homelessness and the accessibility of different categories of youth to adequate, secure, affordable housing.
Hawthorn, Vic: Centre for Urban Studies, Swinburne Institute of Technology, 1982), xx, 150p, tables. (Report no.1/ Swinburne Institute of Technology, Centre for Urban Studies) (Australian Housing Research Council project; no.123).

NICHOLS, A
Twelve hits at society's myths.
Australian Society v.1 no.1 1982: 21-22

1980:
AUSTRALIAN HOUSING RESEARCH COUNCIL
Women in last resort housing: final report: Australian Housing Research Council, Project No.46.
Australia. Department of Housing and Construction, 1980, 330p.

1978 - 1974:
AUSTRALIA. DEPARTMENT OF SOCIAL SECURITY
A place of dignity: a survey of homeless people and homeless persons assistance centres
Canberra, ACT: Australian Government Publishing Service, 1978, 75p.

AUSTRALIAN COUNCIL OF SOCIAL SERVICE (ACOSS)
ACOSS Study on landlord/tenant relations.
Sydney: ACOSS, 1974, 73p.

CENTRE FOR URBAN RESEARCH AND ACTION
The displaced: a study of housing conflict and Melbourne's inner city.
Centre for Urban Research and Action, Melbourne, 1977:167p.

HOMELESS PERSONS ADVISORY COMMITTEE, (SA)
Unmet needs among chronically homeless in inner Adelaide.
Unpublished, mimeo, 17p, appendices approx 40p, March, 1977

MIGRANT COMMUNITIES:
NEEDS FOR ACCOMMODATION, SHELTER AND CARE

SCOPE: A sense of homelessness is part of the immigration process, these feelings are often intensified by problems of adjustment, language, role reversal and alienation. The difficulties posed by this loss of a sense of place are compounded by the lack of appropriate care and accommodation services designed for migrant communities. The needs of the migrant aged, particularly those in institutional care, are often overlooked. The provision of adequate and appropriate services for the aged and those seeking shelter in refuges and crisis centres are the subject of the following documents.

DOCUMENTS

AUSTRALIAN INSTITUTE OF MULTICULTURAL AFFAIRS
Community and institutional care for aged migrants in Australia: research findings.
Melbourne, Vic: Australian Institute of Multicultural Affairs, 1986, xxi, 338p, tables, figures

Since late 1982, the Institute of Multicultural Affairs has undertaken an extensive program of research to examine the changing demographic characteristics of the migrant population and the implications of those changes for the health and welfare services provided to the aged. This report presents the main research findings of the project, in particular by analysing the responses to the major surveys of aged migrants at home and in ethno-specific accommodation. The survey instrument is presented as an appendix. Chapters are indexed individually, under the following author names: Kabala, M; Kendig, H L; Colson, A C; McCallum, J; Mackiewicz, G; Clayworth, T; Nathan, P; Howe, A L; Wilkinson, P; Taylor, J; Lippmann, W M; Avakian, A; Pensabene, T.

CORBISIERO, M
Domestic violence and women's refuges.
In: Noi donne Italo-Australiane: proceedings of the first congress of Italo-Australian women on the Contribution of Italian-Australian women to Australian society. Sydney/ Melbourne: The Association of Italo-Australian Women of New South Wales and Victoria, 1985, p64-70

This paper addresses the problem of domestic violence in the community and how it relates to migrant communities. Discussion focusses on the plight of migrant women and children who are victims of domestic violence, and use of the women's refuge service. Specific comments on the Italian community are made where possible, although statistics and literature in this area are severely lacking. (Author's abstract. Text in English and Italian.)

'Most [elderly migrants] worked extremely hard for their homes and families, but unfortunately neglected to forsee the hardships they would face in later years due to ill health, age and the fact that their children may not share their ideology of extended family.'

'Special attention needs to be given to an aspect of the immigration programme which allows for a family reunion on humanitarian grounds . . . such a reunion can turn sour when finances are limited and/or when values clash; this is not an uncommon occurrence . . . the elderly non-English speaking relative [usually the grandmother], can be left without support in strange surroundings without appropriate shelter. These are crisis situations needing urgent attention.'

'It is the women in ethnic communities who hold a major key to better integration of suitable services, including housing needs . . . they are in a potentially crucial position to open the door to better accommodation alternatives for a large number of ageing people in their communities, most of whom are women.'

'Aged people in ethnic communities . . . are not desperately ill but desperately lonely and unhappy through crises . . . [they] would dearly love and benefit greatly from living in close proximity to each other, for example by living in a group home.'

Margaretha Hanen, 'Factors impinging on developing services for the elderly population of non-English speaking background', IN *Shelter*, vol. 3, July 1987, p. 36.

□

DIMITROPOULOS, N; PAVLOU, H; KAKARIKOU, T
Aspects of violence in the immigrant family.
Richmond, Vic: Clearing House on Migration Issues, (1981), 6p.
(CHOMI reprints; no.437)

Describes the work of the Women's Information Switchboard of South Australia and the Adelaide Women's Community Health Centre, particularly in relation to Greek women and domestic violence. Some of the particular problems of Greek women are highlighted; for example, the lack of services to assist them in South Australia, and problems encountered in women's shelters. Recommendations include: 1) training of bilingual, bi-cultural counsellors; 2) placement of bilingual, bi-cultural counsellors so that family counselling is readily accessible to Greek people at centres where they would ordinarily seek services; 3) a women's shelter for southern European women.

KABALA, M
Characteristics of the ethnic aged.
In: Australian Institute of Multicultural Affairs. Community and institutional care for aged migrants in Australia: research findings. Melbourne, Vic: Australian Institute of Multicultural Affairs, 1986, p1-15

This chapter provides a demographic background to the Australian Institute of Multicultural Affairs' report on the needs and resources of the ethnic aged. Aspects discussed include age and gender, length of residence, accommodation and living arrangements, geographic distribution, diversity of the ethnic aged, ethnicity, and living in the community.

MOO, A
Marginalisation and migrant women in refuges.
In: National Conference on Domestic Violence: proceedings, volume 1, ed. by Hatty, S E. Canberra, ACT: Australian Institute of Criminology, 1986, p31-34

Compares and contrasts mainstream versus ethno- specific services for migrant women in refuges. While it is important to eradicate the myth that the violence perpetrated by migrant men is quantitatively and qualitatively different from that perpetrated by other men, it is necessary to recognise that the migrant woman's experience of violence is markedly different from her English- speaking counterpart. Migrant women are thus seriously constrained in their response to the violent male partner. There is a need for increased development of specialised services for migrant women.

NATHAN, P; HOWE, A L
Long-term care and accommodation for elderly migrants.
In: Australian Institute of Multicultural Affairs. Community and institutional care for aged migrants in Australia: research findings. Melbourne, Vic: Australian Institute of Multicultural Affairs, 1986, p155-193

This chapter provides an analysis of the nature and degree of service usage by the ethnic elderly in long-term care institutions for the aged, namely nursing homes, hostels and special accommodation houses, and in public housing. Information is derived from the Health Commission of Victoria's one-day Census of 1981, which covered all persons aged 65 years and over in all major health institutions in Victoria, and, for the overview of accommodation in

public housing, from the 1981 National Population Census. Two points are stressed: that the imbalance between community and institutional care is most acute in relation to the ethnic aged; and, that the growth of nursing homes has been a response to the provision of government subsidies rather than to a need for care - the needs of specific groups have not been addressed directly. Conclusions include that members of ethnic communities should become the direct providers of services, that new funding arrangements and firm policy commitments are necessary.

PETROHILOS, M; DIMECH, M
Ageing migrants and the system.
In: Ageing migrants in Australia - planning towards 1985: proceedings of the Annual Conference conducted by the N.S.W. Council on the Ageing on 26th November, 1980. Sydney, NSW: N.S.W. Council on the Ageing, 1981, p45-61.

Looks first at the psycho- social changes in ageing, with particular reference to the migrant aged who encounter problems which result from their immigration. Uses the situation of Greek migrants to illustrate problems of adjustment, language, role reversal, alienation and dependency. Criticises the Maintenance Guarantee System, providing arguments to support immediate provision of pensions and stating that the Special Benefit for old people experiencing hardship is very difficult to obtain, and in fact few people receive it. Comments on the severe housing problems for the ethnic aged, noting the lack of social, economic and political commitment to the resolution of such problems. Looks also at health care, and at services such as Meals on Wheels, which is of limited use because of the monocultural type of food that is delivered to aged people. In conclusion stresses the necessity to enhance self esteem and dignity, and advocates the inclusion of older immigrants/ refugees themselves in the planning, development and management of services for the ethnic aged.

SCHAPPI, U
Options for migrant communities
Australian Journal on Ageing v.2 Feb 1983: 21-28

Paper argues that so far, insufficient attention has been paid to consider how care for minority groups could be improved and how insufficient financial allocations have been made to ethnic organizations to provide special accommodation to cater for their aged. Discusses the advantages and disadvantages of allocating resources to the community at large or to specific minority groups.

SKALBAN, G
The needs of immigrant women ex-residents of shelters.
North Adelaide, SA: Women's Emergency Shelter Inc., 1986, 32p

Report on a survey which aimed to obtain basic information and find out the needs and problems encountered by victims of domestic violence of non-English speaking background. The research is based on 35 interviews (64% of women contacted) with women who used the services of a women's shelter in the period July 1985-July 1986. Research findings cover: biographical information; reason for seeking refuge; children; current living arrangements; income; health; education; employment; legal proceedings; mobility; social-emotional welfare. Appendices describe the syndrome of battered women from a shelter worker's perspective and samples of women's statements in response to the parts of the questionnaire.

WILKINSON, P; TAYLOR, J
Ethno-specific accommodation services.
In: Australian Institute of Multicultural Affairs. Community and institutional care for aged migrants in Australia: research findings. Melbourne, Vic: Australian Institute of Multicultural Affairs, 1986, p194-227

Authors suggest that it is now timely to examine developments in the provision of ethnic specific accommodation and residential care facilities for the ethnic aged in order to see how successful they have been in providing care which is sensitive to the cultural and ethnic background of their residents, to understand in what ways the services they provide differ from those offered by general facilities, and to gauge to what extent the residents in these facilities are satisfied with their care. The findings presented are based on a survey carried out by the Australian Institute of Multicultural Affairs between December 1984 and March 1985, of 62 ethno-specific accommodation facilities in operation throughout Australia. Interviews were conducted with staff of all the facilities, with the management of the organisations responsible for them and with a sample of 274 residents.

'Poverty, lack of success, social dereliction — these are seen as failures, as faults, as causes for blame.'

'Home includes privacy, family, security for self and belongings, a base for living, care and acceptance both ways. Through home comes our edge on society . . . our leverage on life: status, education, wealth, family, social contacts, skill and know how — our social credit card — to sustain our self-importance and enable life's crises to be ridden out.'

Hanover Welfare Services, North Melbourne, 1986.

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'Poverty alone places people at risk for homelessness. Those especially at risk for poverty are mother-headed families who depend heavily on public assistance benefits.'
Jan L. Hagen, *Social Work* v. 32 July/Aug 1987, p 313.

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ONE-PARENT FAMILIES: HOUSING ISSUES

SCOPE: As a low income group one-parent families face many difficulties in securing stable, affordable housing. Exclusion from home-ownership forces families into private rental where crowded, sub-standard accommodation leaves families vulnerable to disruption and further tension resulting from frequent relocation. These documents discuss the issues of discrimination and security of tenure in the rental market and describe the pressures on family well-being created by high housing costs and limited access to suitable accommodation.

REFERENCE WORKS

AUSTRALIAN BUREAU OF STATISTICS
Australian families 1982.
Canberra, ACT: Australian Bureau of Statistics, 1984, 78p, statistical tables. (ABS Catalogue No. 4408.0)

This report presents a range of statistics relating to Australian families. The statistics were derived from a survey conducted throughout Australia during March to June 1982 to obtain information on the formation, growth, breakup and reformation of families, and also on the manner in which families function. Statistical tables are presented under seven main headings - 1) Families, including family type, composition and size 2) Persons: age, sex, marital status of persons over 15 years 3) Offspring and youth 4) Family support networks, including support for the aged, child care 5) Labour force participation 6) Income source and level 7) Accommodation.

OTHER DOCUMENTS

AUSTRALIA. LAW REFORM COMMISSION
Housing after divorce.
Canberra, ACT: Law Reform Commission, 1985, 104p, tables (Australia. Law Reform Commission/ Matrimonial property research paper; no.2)

This paper, prepared by consultant Sophie Watson, is an internal research paper circulated to stimulate discussion in the community. Chapters look at some of the significant economic and social characteristics of Australian married, separated and divorced households and individuals, with a particular focus on differences between men and women; analyse relevant housing policies and markets by States, focusing on home ownership first, and then on the public and private rental sectors; review post- separation occupation and the validity of occupation rights as an adjustive short term relief; consider property division and the benefits and disadvantages of fixed entitlements versus a discretionary system; examine implications for legal and social policy at both Federal and State levels. Findings include that women who have custody of the children are far less likely than men to be purchasing their dwelling due to their poorer income and employment prospects. Instead, these households are more likely to be concentrated in the public sector, particularly in the younger

age groups. Younger divorced women without dependants are also less likely to have a mortgage than their male counterparts. Further, objective measures of the housing standards of divorced men (such as structure of dwelling, number of rooms etc) and women indicate that the former group tend to live in accommodation of higher standards. Finally, the greater number of divorced female households in major urban areas suggests a lack of housing and employment opportunities for women in rural areas and a lack of necessary services such as transport and child care.

CARTER, R
Lone parents and the private rental market.
Australian Quarterly v.52 no.1 1980: 104-117

Justifies singling out lone parent families for particular attention in terms of housing access by referring to special problems they face, and to evidence that they are a particularly financially disadvantaged group relative to the rest of the community. It is apparent that many one parent families renting in the private rental market either pay a high proportion of their income in rent, thus leaving them unable to cope with other household expenditures, or live in substandard or overcrowded conditions. Inadequate consumption of housing services can be ascribed to either demand or supply side factors. The distinction between demand and supply creates a framework for analysing the problems faced by lone parents in private rental markets. It also affects policy conclusions, particularly the degree to which increased income maintenance may be seen as a panacea. Conclusion drawn is that it does seem persuasive that income maintenance alone will not eliminate lone parent housing problems in the private rental market, and that a balanced package is required. Some policy suggestions are offered.

CASS, B
Policy implications: a summary.
In: Lone parent families: report of conference organised by the Lone Parent Co-ordinating Committee of New South Wales, 25th March 1983, Sydney. Sydney, NSW: Government Printer, 1983, p58-63.

Summarises papers presented at the Conference on Lone Parent Families, and their policy implications under the following headings: profile of lone parents; access to housing; access to employment and job training; provision of children's services; social security issues and role of government; ethnic aspects of lone parents; and educational issues.

CHAMBERLAIN, E R; SMILEY, G W; DALGLEISH, L I
The price of happiness: economic consequences for separated families.
Unpublished, 1986, 12p

Commonsense observations that the emotional state of children reflects the degree of stress in their environment are confirmed by research. Thus the effects on children of deterioration in family income and the standard of housing after separation are likely to be mitigated where there is overall satisfaction on the part of the custodial parent with the resolution of marital difficulties. A recent Brisbane study supports this hypothesis but, at the same time, highlights the cost of happiness. The study compared three groups of families: two groups of separated families and one group of intact families. Information was obtained about the living standards and social circumstances of the families through parent interviews, and about the children during parent and teacher

interviews, and through interviews with and testing of children. Data from that study are examined in the context of recent reports on the economic vulnerability of single parent families, particularly those with female heads. Some practice and policy implications are identified. (Authors)

COUNCIL OF SOCIAL SERVICE OF WESTERN AUSTRALIA; PARENTS WITHOUT PARTNERS (WA) INC
Supports for the single parent: Department of Social Security policy and the single parent.
Perth, WA: Council of Social Service of WA and Parents Without Partners (WA), 1981, vi, 14p

In May, 1981, a seminar entitled 'Supports for the single parent' was conducted jointly by Council of Social Service of Western Australia (Inc) and Parents Without Partners (WA) Inc. At the conclusion of the seminar a small working party was delegated to compile the seminar's recommendations and rationale into this submission. Recommendations for modifications to the following Department of Social Security policies are included: 1) 'co-habitation' policy and how it affects the single parent wishing to share accommodation; 2) policy regarding 'permissible income' received by recipients of supporting parent benefit/ widows pension; 3) continued pension/ benefit eligibility for the forty- five year old.

ENGLISH, B
Profile of lone parents in Australia.
In: Lone parent families: report of conference organised by the Lone Parent Co-ordinating Committee of New South Wales, 25th March 1983, Sydney. Sydney, NSW: Government Printer, 1983, p3-18, tables.

Provides statistics on numbers and constitution of one parent families in Australia. Shows that one parent families are very likely to suffer disadvantages in terms of income, housing and access to general social and economic resources. Calls for immediate change to anomalies in family law and practice, and an awakening within individuals and groups to the realities of life in many different family types.

HUGO, G
The changing Australian family: structure and characteristics of households and families in Australia at the 1981 Census.
Bedford Park, SA: National Institute of Labour Studies Inc, Flinders University of South Australia, 1983, 75p, tables (Working paper/ Flinders University of South Australia. National Institute of Labour Studies Inc; no. 56) (Paper/ 1981 Census project; no. 9)

This paper aims to outline some of the major demographic changes in the size, structure and characteristics of Australian households and families as indicated by census data, focussing primarily on changes in the 1976 to 1981 intercensal period. Sections include: changing patterns of household formation and household size; changing patterns of household headship; changing patterns of household and family structure; changing marriage and divorce patterns; multiple family households; non-family members of households; age characteristics of household members; housing occupied by different family types; income distribution among family types; the spatial distribution of family types.

JOHNSTONE, H
Maintenance and social security.
Social Security Journal Dec 1985: 65-68

Using Department of Social Security data, the author provides statistical information on sole parent pensioners receiving maintenance. Factors affecting receipt of maintenance include conjugal condition, age of parent, number of children, age of youngest child, duration on pension, earnings, housing status, and state and place of residence.

JONES, M
Housing and the family.
In: Davis, D; Caldwell, G; Bennett, M; Boorer, D, eds. Living together: family patterns and lifestyles: a book of readings and reports. Canberra, ACT: Centre for Continuing Education, Australian National University, 1980, p174-175.

Looks at housing and family welfare, noting the effect of the increasing number of two income families, the rise in consumption of housing space per capita, and the increase in the number of separate households caused by the rise in divorce. While acknowledging real housing needs for low-income earners, states that this is an income problem not a housing problem, and questions the existence of a housing problem as such in Australia.

KING, R J R
Change and diversity: Australian families and their housing.
Journal of the Home Economics Association of Australia v.15 Nov 1983: 9-18, tables

Diversity and change in family life styles and accommodation are particularly critical for one- parent families. For this reason, the concern here will be for those families in Australia. For want of a detailed baseline this paper first examines the characteristics of one- parent families disclosed by demographic and social data for 1975 using the Australian Bureau of Statistics National Family Survey. These data are the most recent complete data available about one- parent families. It next examines the effects of changes in legal, economic and social circumstances on families and finally, having up- dated the profile of one- parent families, it investigates implications for housing these families. (Introduction)

McDONALD, P, comp.
The economic consequences of marriage breakdown in Australia: a summary.
Melbourne, Vic: Institute of Family Studies, 1985, 36p, tables

This paper has been compiled from chapters of the book 'Settling-up: property and income division on divorce in Australia' (to be published in 1986), which reports on a study of the economic consequences of divorce undertaken by the Institute of Family Studies in which 825 men and women divorced in 1981 and 1983 were interviewed. The study forms part of the Family Re-formation Project, and is also part of the research program for the Australian Law Reform Commission's review of Australia's law of matrimonial property. The paper summarises findings relating to the break-up and reformation of families, changes in housing, changes in household and personal incomes, life-time employment experiences of men and women, levels of wealth and types of property held during marriage, ownership of property during marriage, percentage shares of property distributed on divorce and determinants of shares, treatment of superannuation, special issues related to businesses

and farms, the legal processes that people used, evaluations of different aspects of the legal system, maintenance, custody and access, attitudes to matrimonial property law, motivations and perceptions, and future directions for law reform and social policy. (Summary)

MILNE, P
Lone parents' access to housing.
In: Lone parent families: report of conference organised by the Lone Parent Co-ordinating Committee of New South Wales, 25th March 1983, Sydney. Sydney, NSW: Government Printer, 1983, p19-24.

Believes that 'housing needs' exist at five levels: a roof over your head; entering the rental market; achieving stability; coping with living along; looking to the future. Considers each level of need in detail, as relating to single parents. Lists some areas where policy/ practice change could have a positive effect on the housing opportunities of lone parents.

SYMONDS, P J
How long are lone parents lone parents? Research findings and implications for SA housing policy.
Unpublished, 1982, 24p, tables.

Reviews the available research findings on the determinants of the duration of the transition period between separation and remarriage. Presents Australian demographic data on single parents in terms of housing, employment and income. Recommends two housing options, short term private rent subsidisation and long term public housing, and suggests ways of assessing which category of housing a person is likely to need.

WATSON, S; SHIFF, D
Divorce's real cost.
Australian Society v.3 Aug 1984: 17-19

The inequalities between men and women on divorce have to be seen in the context of a society where male and female roles, a sex-segmented labour market, and the institution of marriage itself have important implications for economic and social positions. Initiatives to combat these, especially in areas of housing and employment are necessary.

WEBB, K
Are single parent families in Australia necessarily disadvantaged.
Journal of the Home Economics Association of Australia v.12 Apr 1980: 10-14

Single parent families in Australia are a diverse group, with a variety of educational and social backgrounds and differing financial situations and ability to cope. This article looks at the pros and cons of one parent families. Data from the Commission of Inquiry into Poverty and the Australian Bureau of Statistics National Family Survey are cited to give a demographic picture of one parent families in Australia. Their main disadvantages are discussed, including income, employment, child care, housing and isolation. The main advantages involve freedom from a previously unstable or violent relationship, eligibility for welfare benefits, and possibility of a greater commitment of the single parent for the children.

'Look, I Have Nowhere to Go'

Reprinted from the *Age*, 14 July 1987

By Judith Womersley

DOWN near the docks with Polly Woodside looming behind it stands Gordon House, shelter for the homeless. Here, a room and three meals a day costs $70 a week. If you're employed, it's $7 extra.

Inside, behind the front desk, mail is stored in pigeon holes. A notice in the crammed lobby tells guests where to find the television, billiards table and library. Another advertises a monthly dance and an in-house newspaper.

The atmosphere is like a local pub — accepting and rather jolly. An old man leans on a walking frame and tells a child to finish her icecream; a young girl asks a social worker for money, and a man with a speech defect berates another for not informing him of the funeral of a mate.

Gordon House has seen an explosion of homeless families in recent months. House manager and social worker Elfie Weiss explains that homelessness can happen to middle-class families as well as working-class families.

"The main breadwinner may lose his job or have a nervous breakdown and the chain spirals downwards with a no-get-off point," she says. "One trauma can often fracture an already fragile situation."

Ken Perry has managed Gordon House for 15 years. He says the incidence of homeless families is a reflection of the society in which we live.

"There is an obsession with material things which people want immediately," he says. "If they lose their jobs, they fall behind with the rent and furniture repayments. Housing options for the poor are very limited."

MARGARET is 32, auburn-haired and softly spoken. She has a surprising sense of humor, considering her predicament. She lives in an emergency house in an outer Melbourne suburb with her daughter, who has Down's Syndrome.

Margaret came from a family of eight raised in the country by loving parents. At 25 she married an electrician and for five years worked full-time as a sales assistant.

But the marriage was under stress and at 30, in an attempt to save her marriage, Margaret became pregnant and had identical twin daughters, both Down's Syndrome babies. One died of cot death at 7½ months, just six weeks after her marriage broke up.

"It reflects on me, I know, but my father always handed my mother his unopened pay-packet because their marriage was based on love and trust. I now realise that financial responsibility should be a two-way thing. I walked out of my marriage with a lounge suite, $500 and a child to support."

Margaret put the $500 towards an old car but found paying rent on a supporting parent's benefit ($327 per fortnight with special handicapped child and family allowances) was beyond her. She moved into a house with three young people.

That didn't work and when they asked her to leave and she objected, she came home one day to find her furniture on the nature strip. "I didn't want trouble so good friends picked me up off the street and I stayed with them for 10 weeks."

Meanwhile, she tried every avenue she could think of to get a "two-bedroomed anything": the Salvation Army, the Catholic Family Welfare Bureau and several local councils.

"No one seemed to want to know," she says. "At the Ministry of Housing I couldn't even get past the receptionist. I used to say to her: 'Look, I have nowhere to go'."

Finally, a social worker obtained a special hearing for her at the Ministry of Housing, but she received a letter a few days later saying her case was not considered a priority. "I just howled and howled."

She now has a two-bedroom emergency house for four months, for which she pays $40 per week. She has been told that she will not be put on the street once the four months is up, although private rental is still beyond her means.

She wants to stay in the Knox area because "my daughter's support systems and special school are here and she's coming along so well".

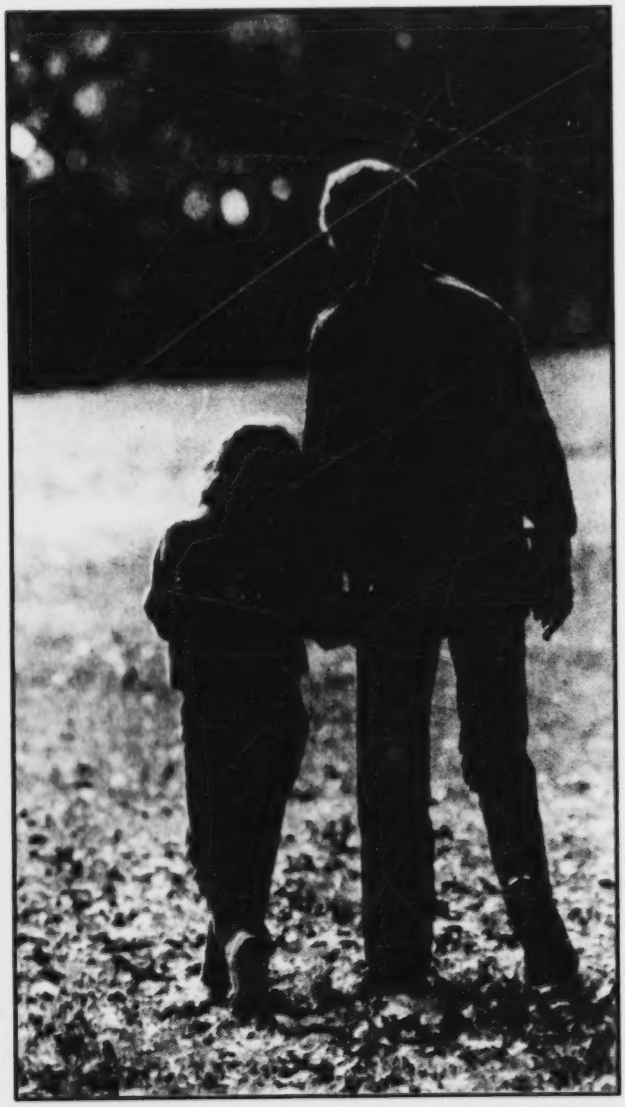
Margaret confirms Elfie Weiss's view that homelessness can happen to anyone. "It's not a question of background or education," she says.

WALTER is 50, a slight man with a twinkling smile. For the past two weeks he has lived at Gordon House with

his six-year-old daughter, Barbie, of whom he has custody. A bright, restless little girl, she hangs on to his arm, later she joins a little boy playing around tables in the canteen.

They returned from New Zealand, where they lived for some years, "because I had a yearning to return to Melbourne", says Walter. "And I wanted to introduce my daughter to my family. But we've walked in the old areas and I haven't found them yet."

After he gets his finances "tidied up" he will look for a house in the country. "Somewhere free from rush. People are in too much of a hurry in the city. I've made a couple of inquiries but as a single father it's hard to find accommodation. But where there's a will there's a way."



Walter and Barbie. Barbie's ideal home is red brick with roses and daffodils.

Of Barbie, Walter says: "She's an extension of me. She's an achievement. We've developed a form of communication over the years. She's learnt from me and I've learnt from her. Adults tend to complicate issues. She's been a strength and a great comfort."

Together they sing in the room they share, read to each other and draw. "I try to get her interested in creative things and put aside unfortunate things that have happened. Why spoil a good day with yesterday's problems? One could become angry."

Barbie's ideal house is made of red bricks with roses and daffodils and her bedroom would have blue wallpaper and pink flowers.

Walter's ideal future is "surrounded by family, having an income and growing old gracefully. And there's a lady somewhere I've lost touch with, but I'm trying to find her".

KIRSTY is 31 and has been married for three years to John, 33. Their children are Steven, one, Julie, two, and Shane, six, who is Kirsty's child from another relationship. Kirsty says proudly: "John paid $20 to have Shane's name changed to his."

They lived in a rented house in Geelong before coming to Melbourne five weeks ago looking for a job. "Before we came to Gordon House we slept out sometimes in paddocks, or in empty warehouses or apartments. Sometimes we stayed with friends. Someone always gives you a bit of tucker," says Kirsty.

This is a big day for them because John started a new job as a sheet metal worker. "It's not hard work but my feet hurt from standing up all day." His last job was fruit picking in the summer.

They take the children to a park nearby at the weekends and to football. John supports Rich-

mond and Kirsty the Maggies.

John's idea of a good future is "keeping this job and providing for my kids". He comes from the country "up Bendigo way" and he would like to take his kids back some day.

"It's a good life for us at the moment," he says. "What's ahead no one knows. I take one day at a time. But we're going really well now." He will look for a house once he saves for a bond.

Kirsty says she "never plans" and her idea of happiness is "the kids and him". She says: "I'll be glad to get into me own home and do me own roast."

John says: "Kids need a back yard and freedom. Everyone in Australia should have a house or a flat."

JANE, 19, is slight, with long, thick red hair, and Andrew, 23, is small and neat. Their family includes four-month-old Leigh, and Jane's brother, Anthony, 17. They have been at Gordon House for two weeks because "we needed a roof and three meals a day", but they are moving into an emergency house for which they will pay $35 a week.

"We've never really been on our own, we've always had to share with other people," says Jane.

She came from "a rough background — alcohol, fights, moving from one place to another". Andrew was in a children's home "which brought me up well".

Recently Andrew was jailed for seven weeks for theft. When he came out they stayed with relatives — "one night at one place, one night at another".

As soon as they are settled Andrew will look for work. "Once you're in prison you learn different trades," he says. He left school after year 11 and has experience as a kitchen hand and carpet layer.

Andrew says his ideal house is "just an old cottage, nothing fancy". Jane says hers is "a mansion".

Andrew says he never thinks about the future, while Jane says: "I learnt the hard way not to think about it." But she projects herself forward 10 years and says: "We'll probably have four kids by then."

They don't see themselves as rich or poor, "just standard".

For baby Leigh, asleep in Jane's arms, they hope "just to love her as much as we can."

"Which didn't happen to us," adds Andrew.

Names of the homeless people interviewed in this story have been changed to protect their privacy.

POVERTY, HOUSING AND UNEMPLOYMENT

SCOPE: These documents look at housing problems experienced by people living in poverty or surviving on low incomes. Unemployment is discussed as one of the many factors contributing to poverty and therefore homelessness. The relationship between poverty and housing is examined from two points of view; poverty as the result of housing costs; and poverty as the cause of homelessness. The cyclic nature of this relationship severely restricts the ability of individuals to achieve and maintain adequate levels of housing. The nature of the problem in which the homeless drift in and out of accommodation without being able to stabilise their situation is noted.

REFERENCE WORKS

BARLING, P
Poverty lines.
Australian Social Welfare Impact v.14 Jul 1984: 17-18

The Institute of Applied Economic and Social Research produces a quarterly version of the poverty line developed by R F Henderson and the Poverty Commission, updated by movements in seasonally adjusted household disposable income per head of population. February 1984 poverty lines for the various types of family income units are given in two series - one includes housing costs for those who pay rent, the other excludes housing costs for those who own their own home. The gaps between unemployment benefit and poverty line and supporting parent benefit and poverty line as at February 1984 are shown.

OTHER DOCUMENTS

ARNOLD, F
About poverty: 5 years on.
Hobart, Tas: Tasmanian Consultative Committee on Social Welfare and Tasmanian Council of Social Service, 1986, 92p, maps

Despite heightened awareness of the issues since the Henderson Report was released, the incidence of poverty in Australia has increased. Tasmania has one of the highest incidences of poverty in Australia. This reflects not only the high levels of unemployment, but also the higher proportion of the population in nonmetropolitan areas where wages are generally lower, seasonal unemployment is common and opportunities are greatly restricted. This report presents facts and figures on the nature and extent of poverty in Tasmania. Economic policy of the last 10 years is discussed, and attention directed to some of the costs and conditions experienced by families focussing on rural poverty, one parent families, unemployment, credit and debt, and drug abuse. Poverty measures are also discussed.

BREWER, G
The experience of unemployment in three Victorian regions.
Kensington, NSW: Social Welfare Research Centre, 1984, 103p, tables
(SWRC reports and proceedings; no. 48)

'In times of economic hardship, many people who spend a big proportion on rent, lose their finger-tip grip. They drop into the great ocean of displaced, lost, homeless people who are tossed about from place to place, searching for a toe-hold on the rocky shore.'

Robyn Dixon, 'Lost on the street', *The Age*, 1 August, 1987.

'Families living below the poverty line have increased from one and a half million to two and a half million in the past ten years. The number of millionaires in Australia has increased from twenty five thousand to thirty one thousand in twelve months. An increase of six thousand millionaires in one year.'

Millie Ingram, 'And what about the next 200 years?', IN *Shelter*, vol. 3, July 1987, p. 3.

'The essence of being a homeless person . . . (is) being one of life's loners and losers.'

Hanover Welfare Services, North Melbourne, 1985.

This report forms part of a study being conducted by the Social Welfare Research Centre and the Brotherhood of St Laurence, the object of which is to collect information on the labour market, education and job training, income and housing situation of unemployed people, their job seeking networks, labour market training aspirations, and income security and other social welfare needs. The report discusses and analyses data gathered by questionnaire in three Victorian areas: Fitzroy- Collingwood, Frankston and Bairnsdale. The data point to the fact that unemployed workers struggle profoundly to survive, economically and emotionally. Social, economic and industrial structures combine to deny them anything like a proper share of goods and services that are often taken for granted by employed workers.

CASS, B
Poverty in the 1980s: causes, effects and policy options.
Unpublished, 1985, 26p, tables. Paper presented at the ANZAAS Congress, Monash University, August 1985

The salient characteristics of poverty in Australia in the early 1980s which are of central importance for theories of inequality, for the measurement of relative deprivations and for informal social policy debate are sought. Poverty is described as a set of life circumstances characterised by economic, social and political marginality. Debates on class, gender and life-cycle explanations of poverty are explored, including the concept of the 'feminisation of poverty' and children's poverty. Economic processes and social policies which affected the rate and the impact of poverty 1974-1984 are identified as the increase in the rate and duration of unemployment, the increase in the numbers and the proportion of single parent families in receipt of pensions and benefits, increased housing costs, decreased real value of government income support for children and the withdrawal from indexation in 1978 of unemployment benefit for single adults without dependants.

CASS, B; GARDE, P
Unemployment in the western region of Sydney: job seeking in a local labour market.
In: Hooke, R, ed. 54th ANZAAS Congress: SWRC papers. Kensington, NSW: Social Welfare Research Centre, University of New South Wales, 1984, p5-56, tables. (SWRC reports and proceedings; no.47)

This paper explores the shared class location which provides the characteristic background in which unemployment is experienced. In 1982 authors conducted an interview survey which aimed to explore the experiences of unemployed people in the city of Blacktown, western Sydney. In this paper they present material from the first three sections of the interviews: educational qualifications; respondents' employment and unemployment histories; respondents' experience of job seeking, types of job sought, location of job search and perceived discrimination based on the area of residence; and, housing status. Social policy implications of unemployment in working class families are identified.

GALLAGHER, P; FOSTER, C
Targetting income support to the poor.
In: Income Support Seminar (1986: Melbourne, Vic). (Melbourne, Vic): (Standing Committee of Social Welfare Administrators, Sub-Committee on Income Security), (1986), p78-116

Based on extensive data analysis, evidence is provided by which priorities can be assigned between programs with the same objectives; whether this is to target limited resources on the most needy or to provide horizontal equity. It is argued that where vertical equity is the major

concern it is inappropriate to consider universal programs. Horizontal and vertical equity, budget constraints, target efficiency, adequacy and financing are explained. After establishing a primary concern with targeting resources to low income households, new estimates of poverty, based on the 1981- 82 Income and Housing Survey, are presented according to several equivalence scales. The estimates isolate children, are updated for movements in the most recent estimates of household disposable income, include estimates based on housing costs and better adjustments for household size. A range of policy issues are discussed in this context.

GILBERT, R
Emergency assistance research data: cash grants monitoring and results of a pilot survey of applicants.
Sydney, NSW: Planning and Research Unit, New South Wales Department of Youth and Community Services, 1983, 37p, appendices (Planning and research paper/ New South Wales. Department of Youth and Community Services. Planning and Research Unit; no.34)

Presents the results of a pilot survey of applicants for assistance from the Department of Youth and Community Services' Social Welfare Programme (of which Special Cash Assistance is the main component), and also provides a rundown of cash assistance provided through this Programme in the six months, July to December 1982. Conclusion is that the frequency with which many recipients of Commonwealth social security are being provided with comparatively small amounts of emergency relief by Youth and Community Services is a clear indication of the failure of the present income security system to maintain adequately the incomes of households outside the workforce. A major finding of the pilot survey was the conclusive evidence that the cost of housing (in accompaniment with the inadequate rate of Commonwealth pensions and benefits) is a major factor of financial stress for low income households.

HENDERSON, R; HOUGH, D
Sydney's poor get squeezed.
Australian Society v.3 Nov 1984: 6-8

Using statistics for Sydney, Melbourne and the whole of Australia from the 1981 Census, authors measure poverty after actual housing costs, and investigate whether Sydney's high housing costs caused more poverty there than elsewhere. Among mortgagees, there is little difference between the situation in Sydney and that in Melbourne or the whole of Australia. The situation of private tenants, however, is much worse in Sydney. Authors conclude that the greater concentration of poverty after housing costs in Sydney shows, as did the controversy over the assets tests on pensions, that uniform Australia-wide legislation does not lead to equitable results throughout the country. Attention is also drawn to the poverty of children living in one parent families.

McCAUGHEY, J
A bit of a struggle: coping with family life in Australia.
Melbourne, Vic: McPhee Gribble/ Penguin, 1987. 235p

The case studies on which this book is based derive from a larger survey by the Australian Institute of Family Studies, carried out in 1982 in the city of Geelong, Victoria. First-hand accounts from sixty four families - low income and better off, one-parent, migrant, with unemployed members - show how Australian faimilies cope with everyday life, given very unequal resources and abilities. The book demonstrates the richness of family and community support, and the significant extent to which the extended family, often reinforced by friends and neighbours, continues to

give practical, emotional and financial help to its members. At the same time the book demonstrates the essential need for public provisions. Although most respondents said that they would turn first to family and friends, most admitted that there were times when outside help was also required. The mediating structures of family, church, neighbourhood, and voluntary associations should be used, protected and nurtured, but government services exist, and continue to be needed, pricisely because those mediating structures are often inadequate.

ROSS, E
Living in poverty: social need in NSW.
Surry Hills, NSW: Council of Social Service of New South Wales, 1985, 25p, tables, figures (NCOSS issues paper; no.3)

This paper seeks to identify groups in the community most vulnerable to poverty and therefore in greatest need. The paper examines data on income; pensions and benefits in relation to the poverty line; pensioners and beneficiaries in NSW; people who live below the poverty line; applicants for emergency relief; effect of housing costs; and unemployment.

SPEARRITT, P
Sydney's two faces: income, unemployment and voting.
Current Affairs Bulletin v.57 Dec 1980: 4-15

Sydney is the most unequal of Australia's cities, as well as being the largest, richest and most topographically varied city. This article focuses on income, unemployment and voting, three areas where the differences within Sydney are at their most obvious. Author shows that Sydney has good and bad things to offer, with plenty of winners and losers. But the winners and losers are not isolated individuals; they are groups and classes of people who often mobilise for particular ends. Some groups and classes win or lose most of the time, and some have mixed success. Concludes that Sydney's two faces will grow further apart until the electorate becomes convinced that urban reform in its fullest sense - from more public rental housing to job creation - is on the political agenda.

TRETHEWEY, J
Living on the poverty line: a study of changes in income and expenditure among low income families.
Unpublished, 1986, 9p. Paper presented at Second Australian Family Research Conference, Melbourne, November 1986

The Brotherhood of St Laurence has completed the data collection phase of a twelve month research study of changes in income and expenditure of a group of approximately fifty low income families. The families, with dependent children who span the age range from early childhood to adolescence, rely on either a social security income or a low wage. The changes in income and expenditure observed over the year include fluctuations in income and seasonal patterns of both expenditure and need. Reasons for these changes and the impact they have upon the families are examined. The data collected increases our understanding of what it means to live in poverty day in and day out. Such an understanding allows us to document the longer-term effects on adults and children of living on incomes on or below the poverty line. (Author abstract)

VAN WYK, G
Accessible to all: a study of social security clients' information and service delivery needs.
Shelter: National Housing Action v.3 Jul 1986: 18-19

This article, reprinted from the H.I.R.S. Housing News Bulletin (No.20 1986) reviews an interim report released in November 1985 by the Petersham Regional Office of the Department of Social Security. The report is based on a survey of social security clients in the Petersham region, and includes information on accommodation, rent and rental bonds. Disturbing issues are raised regarding the accessibility and effectiveness of the Department's services, and further verification of the housing related nature of poverty in Australia is provided. The report is criticised in that the recommendations on housing and emergency relief reflect bias towards measures that can be undertaken by the Department of Social Security, and do not address the question of supply and cost of accommodation directly. Only a limited range of options has been considered, adoption of which could result in a displacement of the problem into other areas of welfare services.

VICTORIA. MINISTRY OF HOUSING
Housing needs and housing related poverty in Victoria: a summary of the problems.
Melbourne, Vic: Ministry of Housing, 1984, 25p, tables

This publication gives a summary of the problems of housing needs and housing-related poverty in Victoria. The summary includes statistical data on the numbers of persons on the public housing waiting list and those eligible for public housing assistance. Figures are also presented for rental and accommodation applications, the current rental market and home ownership assistance schemes. The report indicates that a high percentage of average weekly income is devoted to housing, causing financial strain and forcing people into inappropriate choices in housing. Case studies described in the summary demonstrate how various housing options do not necessarily constitute a 'home' and the precarious nature of housing in which the alteration of just one factor can lead to homelessness. The report canvasses a number of policy options relating to a re-negotiation of the Commonwealth State Housing Agreement.

VIPOND, J
The changing face of poverty.
Australian Society v.5 Feb 1986: 19-21

Argues that housing costs are a major contributor to a shift in the impact of poverty. The reason is that those people who are at the stage of their life cycle when housing costs are heaviest have low incomes. Young people are now much more likely to be in poverty than they were in the early 1970s. Partly this is due to increased numbers of single parents, and partly to higher unemployment. Young people on social security receive little or no assistance with housing costs; few own their own homes; for those that do, interest rates are at ceiling levels. States that figures for poverty measured after housing costs suggest that poverty has increased. In 1972-3 it was less than 7%. In 1981-82 it was more than 11%. Argues that poverty should be measured after housing costs have been paid, and that the present system is not coping with the new forms of poverty among younger people that have resulted from the poor performance of the Australian economy since the mid 1970s.

WARD, V
The effect of poverty on families: an essay.
Welfare in Australia v.6 Apr 1986: 20-23
In discussing the effects of poverty on families, author touches on four main areas of concern: housing environment, the family and stress, children and educational achievement, and finally, material goods, income, credit access and recreation. Also assesses the adequacy of government and non government welfare services in their efforts to reduce poverty.

WOODEN, M
The personal consequences of redundancy: an evaluation of case-study evidence.
(Bedford Park, SA): National Institute of Labour Studies Inc, 1987, 102p, tables (Working paper/ Flinders University of South Australia. National Institute of Labour Studies Inc; no.90)
Redundancy is taken to mean 'the involuntary loss of a job through no fault of the worker concerned'. The study attempts to identify some indicators of the potential severity of redundancy cases and what variables might promote or militate against the severity of the post-redundancy outcome. Literature on case study analysis of redundancy situations, both in Australia and overseas (chiefly the U.S. and U.K.), is reviewed.

RELATED DOCUMENTS

Readers are alerted to a number of documents which are highly relevant to this topic which are listed in the section on 'homelessness' on pages 15-37. Because the publications in that section are arranged in chronological order, so too are these author and title entries. For information about the content of any of these items, consult the Abstract attached to the main listing of the document.

1985:
FUSION AUSTRALIA
White paper on unemployment.
Mornington, Vic: Fusion Australia IYY Administration, 1985, 8p, appendices

1982:
CONLEY, M
The 'undeserving' poor: welfare and labour policy.
In: Kennedy, R, ed. Australian welfare history: critical essays. South Melbourne, Vic: Macmillan, 1982, p281-303.

FOPP, R
Unemployment, youth homelessness and the allocation of family responsibility.
Australian Journal of Social Issues v.17 Nov 1982: 304-315

1981:
BENN, C
The developmental approach: demonstration programs in the Brotherhood of St Laurence.
Kensington, NSW: Social Welfare Research Centre, 1981, 20p (SWRC Reports and proceedings; no.10)

THE EXTENT OF POVERTY IN AUSTRALIA IN 1985–86

An estimate of the incidence of poverty in Australia in 1985–86, compared to 1981–82, has recently been made by the Social Policy Research Unit. The estimate used Henderson poverty lines and was made on the basis of the unit record data from the 1981–82 ABS *Income and Housing Survey* using "microsimulation" techniques to estimate the distribution of disposable income in 1985–86. A description of the techniques used and a discussion of the results is provided in an article in the most recent issue of the *National Economic Review*. (A. King, "Analysing the Distributional Consequences of Policy: The Use of Microanalytic Simulation Methods", National Economic Review No. 6, February 1987, pp. 7–28). The simulation excluded income units whose principal source of income was self employment and income units who were children of their household head. These exclusions amounted to 27% of income units covered in the 1981–82 *Income and Housing Survey*.

The estimates are given in Table 5 and show an overall increase in the proportion of income units below the poverty line, particularly marked in the case of married couple families with large numbers of children. Four key factors were identified as important in explaining the picture shown in Table 5.

These were:

i) The rates of increase in different income sources, relative to the poverty line, between 1981–82 and 1985–86. While the poverty line increased by 46% over the period, Social Security pensions and benefits mainly increased at rates between 40 and 46%, average weekly full-time total male earnings increased by just 37%, and the only major income components to exhibit rates of increase exceeding the rate of increase in the poverty line from 1981–82 to 1985–86 were asset incomes.

ii) The increase in the level and duration of unemployment over the period. From an average monthly rate of 6.2% in 1981–82, unemployment in Australia rose rapidly to a monthly peak of 10.7% in February 1983 before declining gradually to an average monthly rate of 7.9% by 1985–86. The median duration of unemployment increased from 14 to 22 weeks over the period.

iii) Variation in the levels of increase in Family Allowance payments for different numbers of children. Family Allowance, the major child support payment, for families with one or two children increased from 1981–82 to 1985–86 at rates above the rate of increase in the poverty line, while payments for families with three or more children increased at rates well below that of the poverty line.

iv) The rate of increase in housing cost. The major components of housing costs increased between 1981–82 and 1985–86 at rates below the rate of increase in the poverty line.

The estimated changes in the incidence of poverty for different types of income unity between 1981–82 and 1985–86 have a number of implications for the composition of income units with incomes below the poverty line after housing costs. Firstly, single parent income units constituted a slightly lower, though still substantial, share of income units in poverty in 1985–86 compared to 1981–82. Secondly, other income units with children accounted for a greater proportion of all income units in poverty in 1985–86 than in 1981–82, particularly those income units with larger numbers of dependent children. In the population covered by these estimates, the number of dependent children in single parent or married couple income units which were below the poverty line after housing costs was estimated to have increased from 598,000 in 1981–82 to 703,000 in 1985–86. Thirdly, there is evidence of some shift in the composition of income units in poverty away from older income units towards younger income units.

Table 5 The extent of poverty in Australia: 1981–82 and 1985–86, by type of income unit and age of income unit head.[1]

	No. of income units ('000s)		*Per cent of income units below poverty line*			
			before housing costs		*after housing costs*	
	1981–82	*1985–86*	*1981–82*	*1985–86*	*1981–82*	*1985–86*
All income units	4844.7	5274.2	15.0	17.7	11.5	12.4
Married couple income units with no dependents						
head aged < 65	849.6	908.4	5.4	6.8	4.3	4.8
head aged ≥ 65	410.5	450.1	6.4	6.7	4.4	4.2
Married couple income units with dependents						
1 dependent	480.2	511.8	7.5	8.6	7.8	8.3
2 dependents	673.4	744.2	9.7	11.4	9.7	10.7
3 dependents	301.3	333.4	13.4	16.2	12.6	14.3
4 or more dependents	108.9	121.4	32.9	40.7	27.1	31.0
Single parent income units	229.4	256.3	55.9	54.5	46.6	43.5
Single person income units						
aged 15–24	373.9	386.9	18.5	22.3	22.7	25.8
aged 25–64	842.4	914.0	17.0	20.2	13.0	15.2
aged ≥ 65	575.1	647.6	23.5	30.6	5.8	5.6
Head of income unit aged						
< 25 years	492.2	509.7	18.2	21.4	20.8	23.2
25–44 years	1892.4	2101.5	12.9	14.3	12.7	13.5
45–64 years	1463.2	1553.3	15.3	18.5	11.1	12.6
≥ 65 years	996.9	1109.6	16.8	21.1	5.5	5.3

Source Simulations based on ABS, 1981–82 Income and Housing Survey unit record data.

Note [1] Excludes income units with self-employment as principal source or income and income units who were children of the household head.

Ian Manning and Anthony King
Social Policy Research Unit Newsletter No. 8 April 1987 p 6-7

'Losing one's house is disaster enough. Homeless people have nowhere — all the time — to be at home . . . Living itself becomes a saga of disasters . . .'

Hanover Welfare Services, North Melbourne, 1986.

□

'That certain concentrations [of Indo-Chinese refugees] exist, is a demographic reality . . . these concentrations are in areas already disadvantaged . . . To the extent that Indo-Chinese refugees become identified with specified disadvantaged areas, they are also likely to become identified as a "problem" group.'

Victorian Ethnic Affairs Commission, *Indo-Chinese refugees in Victoria: an analysis of informal social support networks*, East Melbourne, 1987.

□

'[for] refugees . . . homelessness is an accident and not a way of life . . .'

International encyclopedia of the social sciences, vol. 6, New York, 1972, p. 495.

□

REFUGEES:
RESETTLEMENT AND HOUSING ISSUES

SCOPE: All refugees, regardless of their future housing prospects, are homeless at the point of departure from their homeland. The problem of establishing a new sense of place suggests that locating suitable accommodation is only part of the resettlement process. The following items document the experiences of refugees, the difficulties encountered in securing long term accommodation and the adequacy of services provided. The responsibility of government, inadequacies in present accommodation and welfare services, problems of cultural conflict and discrimination are each discussed in terms of their impact on resettlement. The needs of unattached youth, unsupported students and those suffering emotional difficulties in establishing new home environments are assessed.

DOCUMENTS

AUSTRALIA. DEPARTMENT OF IMMIGRATION AND ETHNIC AFFAIRS
'Please listen to what I'm not saying': a report on the survey of settlement experiences of Indochinese refugees 1978-80.
Canberra, 1982: Australian Government Publishing Service, 1982, x, 125p, tables

Reports on a survey examining the settlement experiences of Indochinese refugees. In Phase 1 of the project (conducted during the June/ September 1978 period) refugees who had been in Australia for less than three months were interviewed while still in the supportive environment of migrant centres. Phase 2 (June 1979 - May 1980) involved reinterviewing a sample of Phase 1 refugees once they had moved out of migrant centres and into the community. In examining cultural differences, the report highlights the refugees' perception of settlement. Aspects of settlement covered are: coming to Australia; initial experiences; families; ethnicity; English language acquisition; telephone interpreter service; accommodation; employment; income and expenditure; health.

BLACHER, T
Resettlement of unattached refugee children in Victoria, 1975- 1979: placement alternatives.
Richmond, Vic: Clearing House on Migration Issues, 1980, 33p.
(Multicultural Australia Papers/ Clearing House on Migration Issues; no.9)

This report documents the settlement needs of unattached children and youth from refugee- type situations. More specifically, it focusses on a number of placement alternatives which have been made available to these children in Victoria. Two groups are concentrated on - the Timorese youth who arrived in Australia in 1975, and the Vietnamese children who were brought to Australia in the same year under the airlift programme. Interviews held with families who adopted

Vietnamese children under the airlift programme are documented. Common needs of migrant children and unattached refugee children, as well as some of the settlement difficulties experienced by both groups, are described. For a number of reasons it seems the unattached refugee children may be more vulnerable and, therefore, well planned and co-ordinated placement arrangements are essential. The report raises a number of issues for consideration in the formulation of future policy decisions relating to unattached refugee children, and these are summarised.

CHIU, E; TAN, E; KRUPINSKI, J
Stresses experienced after arrival in Australia.
In: Krupinski, J; Burrows, G D, eds. The price of freedom: young Indochinese refugees in Australia. Sydney, NSW: Pergamon Press, 1986, p115-121

The longitudinal study of Indochinese refugees in Australia addressed the question of stresses in the settlement process by examining specific areas of potential difficulties. Subjects were asked to report any stresses they had experienced during the period preceding each follow- up stage, and also to indicate areas which they perceived as particularly stressful. Stresses in Australia were divided into those related to unemployment, job stresses, financial and accommodation stresses, as well as cultural stresses and stresses associated with loneliness and boredom. Conclusion reached is that the level of stress in their resettlement period was not markedly high, and apart from stress related to family members left behind, loneliness, boredom and problems of inadequate English language skills, social parameters investigated did not produce results of high significance.

COX, D
Refugee settlement in Australia: review of an era.
Richmond, Vic: Clearing House on Migration Issues, (1984), 12p. (CHOMI reprints; no. R468)

1975-82 was a period characterised by a large and predominantly new (for Australia) wave of refugee arrivals, an expansion of services and programs and the official endorsement of a settlement-integration policy of multiculturalism. In this article (reprinted from International Migration XXI, 3, 1983, pp.332-344), author reviews some of the developments of the 1975-82 era in an attempt to identify some of the more important strengths and weaknesses and so reveal what might be some of the foundations of the era to come. Seven areas are focused on: selection and preparation of refugees; settlement procedures; information and counselling; English language; employment and recognition; ethnic group development and general welfare; multicultural policies and refugees.

FRIEZE, R
Research on the impact of the refugee crisis.
In: Krupinski, J; Burrows, G D, eds. The price of freedom: young Indochinese refugees in Australia. Sydney, NSW: Pergamon Press, 1986, p9-12

Briefly summarises and comments on studies that have been done on the settlement experiences of Indochinese refugees.

KRUPINSKI, J; STUART, G; CARSON, N
Factors influencing psychological and social adjustment.
In: Krupinski, J; Burrows, G D, eds. The price of freedom: young Indochinese refugees in Australia. Sydney, NSW: Pergamon Press, 1986, p208-232

At the initial interview with respondents in the longitudinal study of Indochinese refugees in Australia, it was found that the rates of psychiatric disorder were twice those found in the Australian population of the same age and sex. This chapter examines factors which could be associated with this higher prevalence of psychiatric disorders, dividing the factors into those which occurred prior to arrival and those which related to the situation of the refugees after arrival in Australia. Stresses, living conditions, work force status, job stress, financial stress, stress due to accommodation problems, to cultural adjustment, and to loneliness and boredom are discussed. The chapter also attempts to explain why the refugees who initially presented with anxiety and depression were found to be free of any symptoms after one or two years in Australia. By the end of the study the majority of respondents had adapted to life in Australia well enough to allow optimism about the future psychological adjustment.

KRUPINSKI, J
Summary.
In: Krupinski, J; Burrows, G D, eds. The price of freedom: young Indochinese refugees in Australia. Sydney, NSW: Pergamon Press, 1986, p233-243

This chapter evaluates the research strategy of the longitudinal study of Indochinese refugees in Australia, examines the validity and implications of the results obtained, and compares the latter with those published by other authors. Brief recommendations are made and cover a variety of areas, including sponsorship, English tuition, migrant centres, education, housing, loneliness and boredom, health and social services, follow- up studies.

LEWINS, F; LY, J
The first wave: the settlement of Australia's first Vietnamese refugees.
Sydney, NSW: George Allen and Unwin, 1985, x, 111p, tables (Studies in Society; no. 28)

This book represents the completion of the longitudinal study of Vietnamese refugees begun in 1975 by the late Dr Jean Martin. It focuses on Australia's first Vietnamese refugees - a group of just over 500 people - and examines their changing attitudes and fortunes in each of three stages over a nine year period; first their situation in Vietnam before their departure, then their experiences on arrival in Australia, and their current circumstances. Issues covered include language, hostels and related services, family life and settlement, education, employment, prejudice and discrimination.

LIFFMAN, M
Indo-chinese refugees: government policy and community attitudes.
Australian Social Welfare Impact v.10 May 1980: 9-11

Describes implications of the refugee situation for government policies and community attitudes, and suggests several principles which have very real implications for our social and welfare services, and which must be borne in mind in any discussion of

Australia's response to the refugee situation: 1) increased expenditure on service provision will be required; 2) the costs of relieving the disadvantage faced by refugees when they enter Australia must not be borne by other disadvantaged groups; 3) community relations are a very important aspect, and a national body is needed with the responsibility and resources for establishing community relation programmes ranging from central government levels to grass-roots local, community levels.

LINDSAY, L
Hung: a case study of an Indo-Chinese refugee youth.
Youth Studies Bulletin v.4 Aug 1985: 11-16

Outlines the life of a young Vietnamese boy separated from his immediate family in Vietnam who migrated to Australia with an uncle and his family. The problems and aspirations of unattached refugee minors are explored, and the most suitable ways of providing accommodation, education and family support for them during adolescence are discussed.

MACKENZIE, A
Social aspects of life in Australia.
In: Krupinski, J; Burrows, G D,eds. The price of freedom: young Indochinese refugees in Australia. Sydney, NSW: Pergamon Press, 1986, p44-81

During the longitudinal study of Indochinese refugees in Australia, much time was spent during the interviews discussing various aspects of the refugees' life in Australia, with a view to identifying social and demographic factors associated with higher prevalence rates of psychiatric disturbance amongst respondents. This chapter looks in detail at the social factors considered most likely to be associated with stress and psychiatric disorders. Focuses on education, employment, knowledge of English, finance and income, accommodation, activities, friendships and personal relationships. Separation from family and friends, loneliness and homesickness topped the list of reported 'worst' experiences or aspects of life in Australia, while freedom was regarded as the most attractive aspect. Few respondents felt that life in Australia had failed to meet their expectations.

SMITH, K
Indochinese refugees: a critique of voluntary agency service delivery.
Australian Social Welfare Impact v.11 Jul 1981: 14-15

Examines some of the forms of assistance offered to Indochinese refugees by Australian helping bodies, and the attitudes and value systems upon which these attempts at assistance are based. Concern is felt at the widespread lack of awareness or desire for increased sensitivity being displayed by such bodies, and the subsequent negative effects this is having on refugee resettlement in the broad context of the Australian community. A plea is made to those bodies involved with refugee resettlement to make all possible efforts to tailor their services to the group(s) at which they are aimed.

STANDING COMMITTEE OF SOCIAL WELFARE ADMINISTRATORS. WORKING PARTY REFUGEE CHILDREN
(Sydney, NSW:) (Department of Youth and Community Services), 1984, 44p, tables, figures

At present in Australia there are approximately 400 unattached refugee children under the guardianship of the Federal Minister for

Immigration and Ethnic Affairs and 3,300 detached refugee children living either with some person who is not their parent or guardian, or independently. This report identifies a number of issues for administrative decision and clarification by Commonwealth and State Governments, and recommends greater Commonwealth assistance to refugee children on the basis of need, rather than administrative classification. It also makes recommendations for new legislation to replace the Immigration (Guardianship of Children) Act 1946.

SUNNER, K, comp.
Ethnic minority young people: a bibliography.
Richmond, Vic: Clearing House on Migration Issues, 1987, 36p (CHOMI Bibliographies; no.16)

The aim of the bibliography is to bring together Australian, and some overseas, material on migrant, refugee and ethnic young people, available in Australia. It should be of particular interest to those involved in the youth affairs field. For the purpose of the bibliography `young people' have been defined as those aged between 15 and 25 years. Material is arranged in separate sections according to the following issues: cultural and intergenerational conflict, education and career aspirations, employment and unemployment, young women, health issues, disability, policy and programs and particular ethnic groups.

VICTORIAN ETHNIC AFFAIRS COMMISSION
Indo- Chinese refugees in Victoria: an analysis of informal social support networks.
East Melbourne, Vic: Victorian Ethnic Affairs Commission, Division of Research and Policy, (1987), 156p, tables

The paper is the final report of a study developed and conducted by the Victorian Ethnic Affairs Commission on its Indo- Chinese Community Development Project. Field work was conducted in July 1983 and January 1984 in two phases: first, a generalised issue and problem defining phase; second, a particularised individual data gathering phase. The final analysis was concerned with identifying issues in the settlement process which were common to newly arrived migrants and those which were unique to Indo- Chinese refugees, and further, ways of coping with these issues which were common or unique. Recommendations and strategies for future development reflect the view that the settlement process was not simply a problem with which newly arrived migrants had to come to terms, rather, it was seen as a process equally problematic for Australian institutions, for Australian born and other newly arrived migrants. The role of informal community networks appeared crucial during the initial stage of settlement and also for providing a point of entry to the community services available in particular localities. The role of ethnic organisations in terms of cultural and sectional support and community specific services in terms of general welfare and information services is in need of clarification. The acquisition of English language proficiency, employment and housing were three primary issues, as well as education for children.

VIVIANI, N
The long journey: Vietnamese migration and settlement in Australia.
Carlton, Vic: Melbourne University Press, 1984, xiv, 316p

Author discusses the origins of Vietnamese refugees and the politics of their entry into Australia, and studies their reception and

settlement experiences here. Discussion is related to the broader concerns of racial balance in Australia, of unemployment and of 'ghettos'. Settlement issues covered include learning English and education; jobs, money and a place to live; health and welfare; the Vietnamese family. An appendix describes a 1979 survey of Vietnamese refugees in Queensland which aimed to obtain information on why Vietnamese are leaving Vietnam and their resettlement experiences.

ZULFACAR, D
Surviving without parents: Indo-Chinese refugee minors in NSW.
Kensington, NSW: School of Social Work, University of New South Wales, 1984, vi, 127p, tables

This report documents research undertaken on behalf of the Fairfield Refugee Youth Inter-Agency (FRYI) to investigate the nature and extent of needs amongst unaccompanied minors in New South Wales. An overview is provided of Australia's intake of South East Asian refugee minors who enter this country unaccompanied by a parent, and the pattern of service provision that has developed in New South Wales is described. Data obtained from a questionnaire survey of 191 unaccompanied minors are presented. Needs and expectations are identified, and highlights of the survey data that have particular relevance to each ethnic group are summarised, namely Vietnamese, Khmer, Lao and ethnic Chinese. The report concludes by stressing that, when unaccompanied minors are accepted by the Australian government, that is where responsibility in loco parentis lies; a comprehensive, coordinated pattern of service provision consistent with the real needs of unaccompanied minors is needed.

WOMEN:
ISSUES ON EQUALITY AND ACCESS TO HOUSING

SCOPE: Home-ownership, public and private rental are areas in which women, particularly single women, single mothers, and one-parent families are discriminated against. Financial hardship following marriage breakdown, low income and limited employment are factors forcing women into crowded, unsuitable and insecure accommodation. Housing difficulties faced by elderly, unemployed and disabled women, are given special consideration in the following documents.

REFERENCE WORKS

AUSTRALIA. HUMAN RIGHTS COMMISSION; AUSTRALIA. OFFICE OF THE STATUS OF WOMEN; AUSTRALIA. ATTORNEY-GENERAL'S DEPARTMENT
A guide to the Commonwealth sex discrimination legislation.
Canberra, ACT: Human Rights Commission, 1984, 14p

This booklet is designed as a guide to the Sex Discrimination Act: where, to whom and how it applies. It provides information on discrimination in employment; education; accommodation and the disposal of land; provision of goods, services and facilities; activities of clubs; the administration of Commonwealth laws and programs. Also provides information about advertisements; acts to which the legislation does not apply; the role of the Human Rights Commission and the Sex Discrimination Commissioner; how complaints are made and resolved; offences.

VICTORIA. WOMEN'S POLICY CO-ORDINATION UNIT
Victorian women's handbook.
Melbourne, Vic: Women's Policy Co-ordination Unit, Department of the Premier and Cabinet, 2nd ed., 1984, xiii, 246p, ill.

This handbook is an update and expansion of the Melbourne Women's Handbook (1980). It is intended as a resource for individual women as well as for community agencies, government departments, industry and unions who assist women or who provide services for them. Information about groups and organisations is arranged under headings: emergency contacts; information services; community support services (including services for migrants, aged and retired persons, young people and prisoners, and also grief support and counselling); children's and family services (including emergency information for parents of missing children, adoption, and services for disabled children); employment; discrimination; women and politics; the law; finance and money management; consumer services; health services; accommodation; education and learning; media and communications; leisure and recreation; women's groups and organisations. Specific entries for migrant women, women with disabilities, Aboriginal women and young women are listed in some of the chapters.

'Adequate, secure and affordable housing is essential for women as a base from which they can participate in broader social movements.'

Shelter, vol. 3, July 1987, p. 39.

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'The moral is you can't buck the system and get away with it.'

Alan Jordan, 'Why these people? Why skid row?', IN *Social Change in Australia*, Melbourne, Longman Cheshire, 1974.

□

'Survival for a homeless person takes ingenuity and considerable skill in using effectively the limited supports . . . available.'

Hanover Welfare Services, North Melbourne, 1986.

□

'Women continue to dominate: in poverty, in homelessness, in low-paid and part-time work, as sole parents, as pensioners and beneficiaries, as principal child carers and as unpaid domestic labourers.'

'Women are over-represented in private rental housing, which is the tenure which houses the majority of those living in housing related poverty . . . 61.7% of single parents who are private tenants live in poverty.'

'Women in Australia are 5 times as likely to be living in poverty as men . . . Women are 10 times as likely as men to be on pensions and benefits. 35% of all women over 15 are in receipt of one benefit, pension or another. 88% of sole parents are women.'

'Women's homelessness is often hidden and women's lower income result in affordability problems in all tenures.'

'The majority of public housing tenants and people on public housing waiting lists are women. They face limited choice, with the bulk of public housing stock being of poor quality and badly located.'

'Housing is an issue for the women's movement because the current structures of housing reinforce existing power relationships. The potential for change is not just in women's power and control over their housing but ultimately in their power and control over their own lives.'

'The development of a women's housing policy is about the development of a public housing policy.'

Michele O'Neil, *Shelter*, vol. 3, July 1987, pp. 6, 7.

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OTHER DOCUMENTS

AUSTRALIA. LAW REFORM COMMISSION
Housing after divorce.
Canberra, ACT: Law Reform Commission, 1985, 104p, tables (Australia. Law Reform Commission/ Matrimonial property research paper; no.2)

This paper, prepared by consultant Sophie Watson, is an internal research paper circulated to stimulate discussion in the community. Chapters look at some of the significant economic and social characteristics of Australian married, separated and divorced households and individuals, with a particular focus on differences between men and women; analyse relevant housing policies and markets by States, focusing on home ownership first, and then on the public and private rental sectors; review post- separation occupation and the validity of occupation rights as an adjustive short term relief; consider property division and the benefits and disadvantages of fixed entitlements versus a discretionary system; examine implications for legal and social policy at both Federal and State levels. Findings include that women who have custody of the children are far less likely than men to be purchasing their dwelling due to their poorer income and employment prospects. Instead, these households are more likely to be concentrated in the public sector, particularly in the younger age groups. Younger divorced women without dependants are also less likely to have a mortgage than their male counterparts. Further, objective measures of the housing standards of divorced men (such as structure of dwelling, number of rooms etc) and women indicate that the former group tend to live in accommodation of higher standards. Finally, the greater number of divorced female households in major urban areas suggests a lack of housing and employment opportunities for women in rural areas and a lack of necessary services such as transport and child care.

AUSTRALIA. NATIONAL WOMEN'S ADVISORY COUNCIL
Please listen to me! : a report of the National Women's Advisory Council's survey of women over 60.
Canberra, ACT: Australian Government Publishing Service, 1984, vi, 32p, tables

Women are the majority of the aged population in Australia. The average number of years remaining to women aged 60 is 21.9 years. The National Women's Advisory Council undertook a survey to identify specific aspects of the circumstances of older women that are fundamental to an understanding of their life conditions and basic needs, aiming also to use submissions from women themselves concerning the personal meanings of ageing as a guide to the formulation of policy recommendations to the Commonwealth Government. 1154 voluntary responses to questionnaires are included in the analysis. Results highlight the important contribution older women make in supporting older men, adult children and aged parents who cannot care for themselves. Recommendations from the Council to the Commonwealth Government are summarised, results of the survey demonstrating that the problems of ageing have many facets requiring multiple solutions, suggesting a range of strategies and services, rather than isolated action addressed to one specific aspect.

AUSTRALIA. OFFICE OF THE STATUS OF WOMEN
Women's Budget Program: an assessment of the impact of women on the 1985-86 Budget.
Canberra, ACT: Australian Government Publishing Service, 1985, 316p

This second edition of the the Women's Budget Program contains assessments of the programs and activities for their impact on women of each Commonwealth Portfolio. These include: Aboriginal affairs, community services, education, employment and industrial relations, health, housing and construction, immigration and ethnic affairs, and social security. The document also contains a section summarising the main features of the 1985/ 86 Budget as they impact on women in a wide range of situations (e.g. women in the workforce, women with full-time child caring responsibilities, disabled women, young women etc.). Details of Commonwealth Government initiatives for women in 1984/85 are provided.

AUSTRALIAN COUNCIL OF SOCIAL SERVICE (ACOSS)
Planning a fair share and facing the future: ACOSS 1985 congress report.
Australian Social Welfare Impact v.15 no.5/6 Nov 1985: 15-34

The theme of the 1985 ACOSS Congress was 'Planning a fair share'. Joyce Thurgood provides a brief overview of the congress. A brief synopsis of ACOSS President Bruce McKenzie's address is supplied. In his paper 'What the poor can expect by 1988', the Minister for Finance Peter Walsh outlines how the Government plans to attack poverty in Australia. Responses to his paper and the policies outlined are provided by Alan Nichols, who stresses the need to tackle the redistribution issue, and Tricia Harper, who stresses and describes the issue of the feminisation of poverty. Reports are included on workshops which discussed background papers and raised issues to be incorporated into the Congress Statement on the following topics: tax and income security; employment; community services; housing; network development; feminisation of poverty; relating to Government; fair share campaign. Three further papers are included: 'Facing the future' by Jan Owen, who speaks about the Commission for the Future and about possible future challenges facing ACOSS in that context; a description of the Labor Government's program to eliminate poverty by the Minister for Social Security, Brian Howe; and, 'Future we're (starting to get) in' by Colin Menzies, which explains long-term planning by ACOSS. The Congress Statement concludes the article.

AUSTRALIAN COUNCIL OF SOCIAL SERVICE CONGRESS (1986: MELBOURNE, VIC)
Social justice: the struggle ahead. Proceedings of the Australian Council of Social Service 1986 Congress.
(Sydney, NSW); Australian Council of Social Service, 1986, 64p

The papers and workshops presented covered topics ranging from children to non-urban community services, reflecting the theme of social justice. Individual papers are included by the following and can be accessed under each author's name: Cass, B; Barclay, S; Saunders, P; Salvaris, M; Hand, G; Kelly, P; Freeland, J. Workshops were held on family assistance, youth policy development, housing, ethnicity in the current economic climate, human services, community services, equality and the social and community services industry, marginalisation of the community services industry and delivery of community services in non-urban areas.

CASS, B
Women, income distribution and housing policy.
Australian Social Work v.39 Jun 1986: 5-14

Outlines the changes in women's receipt of income in the period 1968-69 to 1981-82, the trends in the incidence of poverty for women- headed families, and the trends in the housing situation of women-headed households over the same period. The housing needs of single women and of sole parents with children as revealed in recent surveys of the housing market and government housing policies are discussed, in order to draw out the implications for women-centred housing policy debate. This involves not only questions on the nature of housing tenure (owner- purchaser, private or public rental), and the extent of government provision and subsidy to the various types of tenure, but also of the location of housing in relation to employment opportunities, public transport, childcare and other services and amenities.

COLEMAN, L; WATSON, S
Older women: housing issues and perspectives.
Australian Journal on Ageing v.4 Aug 1985: 3-8

This article examines the housing circumstances of 70 women over sixty living independently in Sydney, Canberra and Queanbeyan. The four major housing alternatives for older women - home ownership, public rental, private rental and retirement villages - were explored from the women's point of view. Although in line with other studies private rental was revealed as the worst housing option for the aged, important issues were raised concerning problems in the other three sectors. Particular emphasis in the article is placed on the impact of women's social and economic status on their housing experiences in old age.

DAY, A T
Women and the challenge of long life: report of a survey 'For women over 60'.
Canberra, ACT: Australian Government Publishing Service, 1984, ix, 72p, tables. (Research report/ Australia. National Women's Advisory Council)

As the consultant appointed to analyse the questionnaire data received by the National Women's Advisory Council from their survey of women over 60, author presents her report to the Council. Describes the scope, rationale and approach of the survey; summarises the social and demographic characteristics of the respondents; discusses analysis and interpretation of the returns; respondents describe their circumstances in their own words; and finally, author summarises the major issues and outlines proposals for action to address the concerns raised.

FORSYTH, A
Singular women: housing for low-income single women without dependants.
Armidale, NSW: Social Impacts Publications, 1985, v, 116p, tables, ill.

This report identifies the housing requirements of single women without dependants, aged 25 to 55 years, living in the Sydney region, who are eligible for public housing. The report looks at single women and housing from various points of view: from previous research, statistical data, and through case studies of single women and their housing experiences. The demographic analysis confirmed the original hypothesis that single, low income women without dependents are a growing and significant group. The literature review deals with issues such as the traditional emphasis on housing for families; homelessness; the meaning of home for women; their place in the larger environment. Design recommendations for single person housing are presented as a series of pattern guidelines.

GARTNER, A
Not feeling at home: women and housing.
Urban Policy and Research v.4 Mar 1986: 34-36
Draws attention to the specific nature of women's experience of housing, mentioning issues such as women's generally lower rate of property ownership, actual and potential housing poverty upon marital breakup, fewer housing choices and poor market bargaining power because of lower earning ability. Describes how early feminists grappled with many dimensions of housing provision, and how today feminists have raised new dimensions and proposed new solutions to housing questions which should be heeded by policy makers.

SHEEHAN, M
Going on after the National Women's Housing Conference.
Australian Social Welfare Impact v.17 Jul 1987: 9-10
The Second National Women's Housing Conference (1987, Sydney) is reported on, and reference made to networks and structures which have developed from the conference.

VICTORIA. WOMEN'S POLICY CO-ORDINATION UNIT
Criminal assault in the home: social and legal responses to domestic violence.
Melbourne, Vic: Government Printer, 1985, 284p
This discussion paper, of which there is also a 15 page summary paper, has been released by the Victorian Government for public discussion and consultation. The paper develops proposals on the social and legal reforms which could be adopted to assist women who have been subjected to domestic violence and to reduce the incidence of domestic violence in the community. The paper examines both preventative and remedial solutions, with emphasis on the latter, and focuses on the female victims of spouse assault. Issues examined include women's access to information, housing, income, employment, training and education; problems associated with access; reasons why women stay in violent relationships; myths about domestic violence. An appendix presents the report of the Domestic Violence Phone-in Survey conducted in 1982.

WATSON, S; HELLIWELL, C
Home ownership: are women excluded?
Australian Quarterly v.57 nos.1 and 2 1985: 21-31
What is the nature of women's exclusion from home ownership in Australia? This paper explores first the demographic, economic and social profile of home owning or purchasing households. Second, it examines the institutional practices and policies of both public and private lending institutions and considers the extent to which these may constrain women's access to home purchase. Third, it looks at the experiences of women who have had problems obtaining home loan finance.

WATSON, S
Housing: unequal outcomes.
Australian Society v.5 Apr 1986: 29
Summarises some of the main points and recommendations made by the Australian Law Reform Commission in its report 'Housing after divorce', which shows that women tend to fare worse than men in gaining new housing after their marriage breaks down. The report also identifies problems caused by the wide variation between housing policies in each State.

Women's perspective.
Australian Society v.6 Oct 1987: 12
Reports on a one year project 'Older Women's Network' (OWN) funded by the Myer Foundation and organised by the Combined Pensioners' Association of New South Wales. OWN was designed to answer the need of older women in the community for information, discussion and support on matters such as housing, health, the law, and to raise self-esteem and increase assertiveness. A training and resource manual has been produced which provides a detailed record and evaluation of the project.

RELATED DOCUMENTS

Readers are alerted to a number of documents which are highly relevant to this topic which are listed in the section on 'homelessness' on pages 15-37. Because the publications in that section are arranged in chronological order, so too are these author and title entries. For information about the content of any of these items, consult the Abstract attached to the main listing of the document.

1986:
WATSON, S; AUSTERBERRY, H
Housing and homelessness
North Ryde, NSW: Methuen, 1986, 192p

1985:
FORSYTH, A
Singular women: housing for low-income single women without dependants.
Armidale, NSW: Social Impacts Publications, 1985, v, 116p, tables, ill.

1984:
KAYE, M; WELCH, D; BUCKLE, Q
Young women and housing: a response to the crisis accommodation review and Commonwealth State Housing Agreement negotiations.
Collingwood, Vic: Young Women's Housing Collective, 1984, 16p

SUSSEMS, S
City of Melbourne and homeless people: a report submitted to the City of Melbourne.
Melbourne, Vic: City of Melbourne, 1984, 152p, tables, appendices

1980;
AUSTRALIAN HOUSING RESEARCH COUNCIL
Women in last resort housing: final report: Australian Housing Research Council, Project No.46.
Australia. Department of Housing and Construction, 1980, 330p.

1977:
HOMELESS PERSONS ADVISORY COMMITTEE, (SA)
Unmet needs among chronically homeless in inner Adelaide.
Unpublished, mimeo, 17p, appendices approx 40p, March, 1977

The Invisible in Their Thousands

Reprinted from the *Age*, 4 February 1987

By Barbara Hutton

IN EUROPE they lie on railway platform benches, or outside huddled over the air vents wafting warmth from the Metro below. Old women, young, gypsies, begging or trying to sleep through the harassment of passers by.

In the United States they are called bag ladies. Women cut off welfare, crouching in doorways against the cold with a few possessions stuffed into shopping bags or stolen supermarket trolleys.

In Australia homeless women are less visible. We see men asleep in parks. Many spend the nights at men's homes: the Gill memorial or Ozanam House.

A decorous veil is pulled down over homeless women and children. It is more dangerous for women to sleep in the open: they would be sexually molested. Jane Herington, manager of the Program Development Branch of the Victorian Ministry of Housing, says: "The women will form dependent relationships in order to have access to housing and income. They will stay at the expense of their personal safety (from domestic violence)."

Our welfare system does not have a fixed cut-off point for the unemployed or supporting parents — this helps them to keep off the streets.

Despite the Year of Shelter for the Homeless there is scant research on homeless women. The Director of the Brotherhood of St Laurence, Bishop Peter Hollingworth, says an estimated 100,000 people in Australia sleep out or move from refuge to refuge. Far more are in substandard shelter waiting for years for Government housing.

Victoria has 32,000 households on waiting lists, about half headed by women. Last year 11,000 families applied for crisis accommodation, almost 70 per cent of them headed by women. Only 2600 were placed.

The most desperate are single mothers. Many will take anything: a high-rise flat not suitable for young children, a place on the outskirts of the city kilometres from shopping centres, hospitals and schools.

The next largest group on the list is old people living alone — three-quarters of them women.

They could be waiting for a long time. Jane Herington says the State Government has a stock of 50,000 houses and flats and provides about 9000 new ones a year — far less than the demand. Last financial year the waiting list grew by almost 20 per cent. The list has doubled since 1981/2.

She believes a further 100,000 Victorian families would be eligible for public housing if they applied. More than 250,000 Australians are living in caravan parks. Others pay more than half their income in rent.

Pam Philips (not her real name) called Women's Refuge Referrals after a year and a half of violence from her de facto husband.

It took nine days, hiding with friends, acquaintances, "anyone at all" before a refuge vacancy was found. Then she phoned police and a removalist and collected her furniture, bought before the relationship began.

Now, two months later, she describes the refuge as "terrific" but cannot find an affordable flat. "Estate agents are wary of women, especially a single mother with kids. Their jaws hit the floor," she says. She has a three-month-old baby and two other children.

She hopes for a Housing Commission flat, but has been told that even if she is accepted for priority housing there are 20,000 people ahead of her and her best chance is many kilometres from Melbourne. Meanwhile she is saving her pension to get the furniture out of storage while her husband lives alone in a bare three-bedroom flat.

Anita Carroll, a spokeswoman for the Women's Refuge Referral Service, says this is a common picture: a man left alone in a large house, while wife and children cram into refuges or tiny flats. "It would make a lot more sense for the man to move out: far more services are geared for single men," she says. Yet when women are abused the stock response is: "Why don't you leave him?" she says. If the women and children leave, they are more likely to lose their home in the divorce settlement. Court orders to remove abusive husbands are available only in very specific circumstances.

The refuges are now so overcrowded that they can place only one woman in five phoning for help (it was one in three a few years ago). "And I think that's only the tip of the iceberg," Anita Carroll says. The switchboard is almost permanently en-

gaged and many ethnic groups would not know about the service.

She says women's refuges are funded by the same program as youth refuges and emergency hostels. So if the women's refuges get more money, there is less for the others.

Because of the long wait for housing many women go back to violent husbands.

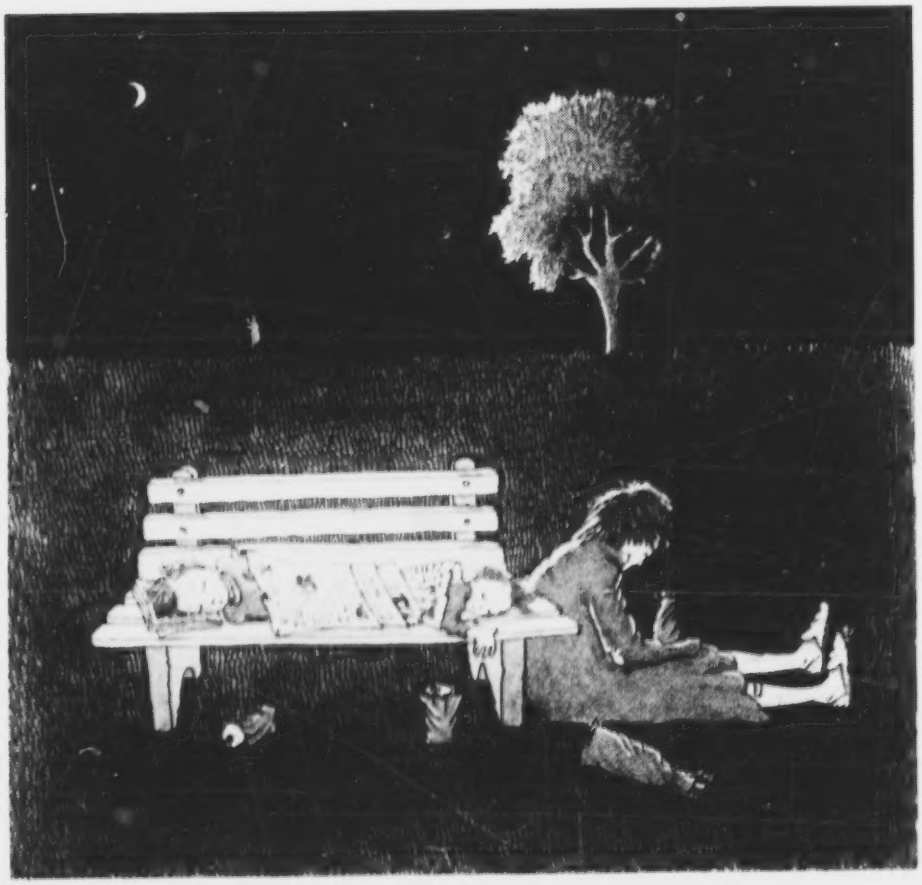
Anita Carroll says those most in need are:

- Women with several children (refuges may not have room if there are three or more).
- Girls running away from home or who have been thrown out.
- And women with psychiatric, alcohol or drug problems.

Mental institutions once concealed much women's homelessness. Marie Rowan, says women who would have been regarded as "acceptably eccentric" if married were labelled insane if they were single or if their husbands would not support them — particularly if they were drunk in public or exhibited "loose" behaviour.

She says this happens less now because of the cost, and public pressure to keep people from being institutionalised for trivial reasons. The institutions still contain twice as many women as men. But those who are now coming out may find themselves homeless, unable to cope with the outside world.

According to Bishop Hollingworth, there has been huge enthusiasm for closing institutions: "In times of financial restraint it is a good opportunity for people to cut Government spending without providing enough professional support and accommodation for people who've been turned out of public mental institutions." He believes the largest form of institutional care for those with mental dis-



Cartoon: MARY LEUNIG

abilities is the prisons.

According to Jane Herrington, people "don't like to acknowledge that there is women's homelessness. Not many services cater specifically for women."

She says underlying causes of homelessness include women's low incomes, discrimination in getting home loans from banks, and in persuading landlords to see them as a "good bet".

A survey of real estate agents quoted in the Government-commissioned "Study into Homelessness and Inadequate Housing" (1985) found that some agents simply gave "no male breadwinner" as a reason for refusing women houses, and saw young people sharing houses as unable to pay rent, "less deserving" and "socially irresponsible".

Discrimination has always existed but the situation is worse now because more families are breaking down, leaving women and children to find another home.

With high interest rates, private rental housing is becoming scarcer and rents are skyrocketing. Les Groves, chief executive of the Housing Industry Association, blames government policies such as tax concession cuts, capital gains tax and new tenancy legislation for the rise in homelessness.

By 1981/82 more than half the sole parent families and about a third of a million single people were living in poverty. The young and old were worst off: 62 per cent of pensioners in private rental were paying more than half their income in rent. Now, with rising rents the situation is growing worse.

Major Laurel Pearce, who manages the Salvation Army's emergency home Mary Anderson Lodge, says about half the women coming to her are fleeing from violence. "It's hard to assess whether the numbers are increasing or whether it's just harder to secure housing and the refuges are clogged," she says. "The Department of Housing is insisting now that people look for private accommodation first.

"Landlords give preference to couples where both are working and there are no small children. You're looking at $75 to $80 a week for a flat for people living on $150 a week. Most estate agents don't want to know about single parent families."

She has 60 rooms, with one family to a room, and turns away 20 to 30 families a week.

"If you've got a woman crying on the end of the line at 10 o'clock at night, with two little kids sitting outside the public phone and you're full and everywhere else is full . . . well, it's a difficult situation," she says.

YOUNG PEOPLE:
RESOURCES FOR INDEPENDENCE

SCOPE: As a result of unemployment, inadequate income and family conflict young people are finding the transition from family care to independence increasingly difficult. The high cost of private rental accommodation and the absence of suitable public housing leave this group with few housing options. These documents discuss ways in which youth are being excluded from housing and look at marital breakdown, domestic violence and abuse, as elements of family conflict leading children to run away from home. The needs of unsupported homeless students are also examined.

REFERENCE WORKS

AUSTRALIAN BUREAU OF STATISTICS
Australia's youth population, 1984: a statistical profile.
Canberra, ACT: Australian Bureau of Statistics, 1985, x, 149p. (ABS Catalogue No. 4111.0)

This report is the main ABS contribution to International Youth Year 1985. It uses a wide range of information collected by ABS and other organisations and gives a picture of the situation of young people in Australia. It includes, where possible, changes over the last ten years. Youth is defined as people aged 15 to 24 years. Main areas covered in the report are: population and families, health, education, working life, income, crime and housing.

OTHER DOCUMENTS

AUSTRALIA. OFFICE OF YOUTH AFFAIRS
Young Australia: Part A: a background to reform.
Canberra, ACT: Office of Youth Affairs, 1985, x, 63p, tables

For the Government's announcement of its youth policy Priority One - Young Australia, many sources of information were tapped and much background material compiled. This volume, the first of two publications the Office of Youth Affairs planned for release in International Youth Year about young people in Australia, covers: young people in education; young people in the labour market; income support; other major needs of young people such as accommodation needs, health needs, support schemes for young people, and youth sector training needs.

AUSTRALIA. SOCIAL WELFARE POLICY SECRETARIAT
Senate Standing Committee on Social Welfare Inquiry into Children and Youth Under Institutional and other Forms of Care: submission by Social Welfare Policy Secretariat October 1982.
Canberra, ACT: Social Welfare Policy Secretariat, 1982, 36p, tables

This submission provides information on child care provisions and support for families, and changes in child welfare practice and theory.

'Living as a part of a home provides us with an edge on society. It gives us a bit of a social margin we can draw on when life is too tough. Like a buffer zone. It includes things like wealth, possessions, credit, education, social knowhow, relatives, family, people who know you and who can and will use influence on your behalf. Having a house and a bed is only part of having a home and so providing them is only part of overcoming homelessness . . .'

The Hanover Welfare Services Annual Report, 1980, Melbourne, Vic., p. 1.

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'The plight of homeless youth is their inability to move forward to an independent state or to move back to reliance on the support of family or others. Situational factors demand independence from the family while external factors deny the means to independence. Homeless youth are caught in the middle without the financial means, living skills and experience to overcome their problem.'

One step forward: youth homelessness and emergency accommodation services by the National Committee for the Evaluation of the Youth Services Scheme, 1983, p. 15.

□

Its aim is to assist the Senate Standing Committee on Social Welfare in its consideration of the balance of institutional and community care, and in the development of a framework of accommodation, care and support for children in need of care and protection, and support for their families. Chapter coverage includes child care and family support services; children and youth in care; handicapped children in care; Aboriginal children in care; data collection; historical trends and recent patterns in child care theory and practice; legal status of children and youth; the cost of institutional care; Commonwealth and State responsibilities and programs.

AUSTRALIAN COUNCIL OF SOCIAL SERVICE CONGRESS (1986: MELBOURNE, VIC)
Social justice: the struggle ahead. Proceedings of the Australian Council of Social Service 1986 Congress.
(Sydney, NSW); Australian Council of Social Service, 1986, 64p

The papers and workshops presented covered topics ranging from children to non-urban community services, reflecting the theme of social justice. Individual papers are included by the following and can be accessed under each author's name: Cass, B; Barclay, S; Saunders, P; Salvaris, M; Hand, G; Kelly, P; Freeland, J. Workshops were held on family assistance, youth policy development, housing, ethnicity in the current economic climate, human services, community services, equality and the social and community services industry, marginalisation of the community services industry and delivery of community services in non-urban areas.

BUCKLE, Q
The hidden locks that keep young people's incomes in check.
Youth Issues Forum v.1 Mar 1986: 6-9

Youth income is affected by a number of inter-related areas. It is argued that wage substitutes such as benefits and allowances are tied to assumptions built into the area of wage opportunities. Education and training is another major factor in youth income. The third set of inter-relations is the way in which access to income is a determinant of access to services or utilities such as housing, health, further education. Two of the assumptions built into the junior wage, dependency and lower costs, keep junior allowances in check. It is questioned whether young people, especially those no longer living at the parental home, exist within a lower cost structure compared to adults. Little work is undertaken concerning the work value of young people.Vvarious organisations and programs involved in youth income are evaluated. There are significant opportunities for building an effective alliance against erosion of junior wages, for income justice for young people, and for equitable and viable traineeship programs.

COMMONWEALTH SCHOOLS COMMISSION
Study of living away from home facilities for isolated children.
Canberra, ACT: Commonwealth Schools Commission, 1982, 105p, tables, figures.

Defines the existing types of accommodation and funding arrangements and determines outstanding needs. Recommends a new joint capital grants programme to renovate present facilities and to build or rent new ones, and educational programmes in the needs and experience of rural children for staff involved in their supervision.

EDGAR, D; MAAS, F
Adolescent competence, leaving home and changing family patterns.
In: International CFR Seminar on Social Change and Family Policies (20th: 1984: Melbourne), Key papers Part 1. Melbourne, Vic: Institute of Family Studies, 1984, p355-426, tables, figures

This paper seeks to identify the components that go to influence the process of becoming independent, and suggests policy objectives that are worth aiming for. The argument is developed that the context within which the process of becoming independent is carried out is changing rapidly and is doing so in each of its facets. The resultant environment is consequently confused and uncertain and young people are reacting in a like manner. The argument is also pursued that existing stratifications in society are becoming more entrenched and that intergenerational ones are growing. Finally, it is argued that the current policy responses evident in Australia, while more appropriate than those of the previous decade, are still only scratching at the surface of problems that require strategies of a more fundamental nature. (Authors)

FREY, D
Young unemployed people in households dependent on social security.
Social Security Journal Spring 1986: 31-33

This study was precipitated by discussions about the level of the junior rate of unemployment benefit, issues of independence and the housing arrangements of 16 and 17 year olds generally, and concern about the concentration of unemployment in families. It aims to provide specific and accurate data on the proportion of junior rate unemployment beneficiaries living in households with other persons, family or otherwise, who are also in receipt of benefit or pension payments from the Department of Veterans' Affairs. A sample group of 2000 16 and 17 year olds currently on benefit was selected Australia- wide from departmental computer records. The sample group was then matched against both benefit and pension records. The relationship, if any, between the pairs identified by the matching process was determined through consideration of characteristics such as surname, relative age and the existence of other dependent children, and conjugal status. In total, some 56 per cent of young people in the sample group are living in the same household with at least one other person who is also in receipt of some form of benefit or pension from the Department of Social Security. This figure comprises 321 siblings, 385 parents, 86 grandparents and 319 others matched in the house.

GAMBLE, H
Teenagers leaving home: the legal position.
In: Davis, D; Caldwell, G; Bennett, M; Boorer, D, eds. Living together: family patterns and lifestyles: a book of readings and reports. Canberra, ACT: Centre for Continuing Education, Australian National University, 1980, p240-242

This paper discusses the child's right to leave home and the legal liabilities of those offering refuge. Only the law in New South Wales is examined. Most of the discussion is relevant to other States but there may be differences. (Author introduction)

GREY, C; DAVIS, D J; POOLE, M E
Literature review of studies of youth views and attitudes.
Canberra, ACT: Australian Government Publishing Service for Department of Education and Youth Affairs, 1984, vi, 92p, tables

An Australia- wide literature review of research (mainly 1978-83) into views and attitudes of 15-24 year olds towards the education system,

employment training opportunities, income support, expectations concerning employment, expectations concerning accommodation/ transport, politics and the legal system, the family and society, and the future. Project aims to identify gaps which may appear evident in the existing literature and which therefore may leave some questions unanswered, and to suggest practical methods of answering unanswered questions, that is to suggest areas of need for further research. (Introduction)

KUTNER, P B
Law reform in tort: abolition of liability for 'intentional' interference with family relationships.
University of Western Australia Law Review v.17 Jun 1987: 25-68

The actions in tort for 'intentional' interference with family relationships are enticement (to persuade the plaintiff's spouse or child to leave home), harbouring (to provide the plaintiff's spouse or child with shelter and other necessities of life outside the family home), seduction (to have sexual intercourse with the plaintiff's child), and criminal conversation (to have sexual intercourse with the plaintiff's spouse). This article canvasses the analysis of liability for 'intentional' interference by law reform bodies and commentators, examines the arguments raised for and against abolition of liability and possible alternatives, records the conclusions reached in law reform reports on the subject, and identifies legislation in Australia and other common law countries enacted to terminate the traditional rights of action for 'intentional' interference.

LOCKWOOD, M
Joining the queue: access to public housing by young people and singles.
Shelter: National Housing Action v.3 Nov 1986: 11-13

In 1984 the renegotiated Commonwealth State Housing Agreement (CSHA) required State housing authorities to provide housing assistance to people on the basis of their need, regardless of their age or life situation. Since then all States, with the notable exception of Queensland, have made some efforts to provide housing to both young people and singles. This paper looks at aspects of various States' attempts to provide housing to young people and singles, focusing on shared housing, medium to long term supported accommodation programs, and direct tenure. Progress under the 1984 CSHA is evaluated, and the overall conclusion drawn that the housing interest of young people and singles will only be realised within the context of a greatly improved and better resourced public housing sector.

MAAS, F
Family conflict and leaving home.
Youth Studies v.5 May 1986: 9-13

Examines the changing nature of family conflict, and its causes, as a reason for young people leaving home. Differences in patterns of leaving behaviour between the 1970's and the 1980's are discussed. Independence was the most important reason given by young people in a survey conducted by the Australian Institute of Family Studies. The impact of youth policies on increasing dependence, and therefore family conflict, is also examined.

MAAS, F
Income support policies for unsupported students.
Unpublished, 1985, 24p. Paper prepared for University of Melbourne Diploma of Public Policy on recent developments in Australian social policy.

States that if the goals of increased educational participation and greater opportunity for disadvantaged youth are to be fully achieved

the needs of young people without family supports should be situated close to the top of any list of priority target groups. Policy approaches need to recognise that there are distinct age groups which have different needs and require quite different policy responses. Unsupported students are described; their numbers estimated; current provision made for them examined (includes descriptions of SAS, the Secondary Allowance Scheme, TEAS, the Tertiary Education Assistance Scheme, TA, Transition Allowance, and also State based provision); new arrangements announced in the 1985- 86 budget are evaluated. Argues that the new system does appear to have addressed many of the pertinent issues; however, there has been no resolution of assistance for those under 16 as yet, and the three concerns that will continue to pose vexing problems are those of adequacy, eligibility for assistance if unsupported, and the development of new adverse incentives. Policy responses also need to be developed in the areas of accommodation and personal support structures, and Commonwealth-State co-operation is an issue still needing to be addressed.

MAAS, F
The presumption of dependence: youth policies in the areas of income support, accommodation and education/ training.
Unpublished paper, 1985, 12p. Paper presented at 'Shelter or the streets': National Youth Housing Conference (2nd: 1985: Wollongong University, NSW)

Government policies and programs that in part determine the choices open to young people are almost universally in a state of flux. Nevertheless it is a basic characteristic of such policies that the dependent status of youth is to be prolonged. An examination of current youth policies demonstrates that income support payments for young people are based on the presumption of dependence on families. To this policy base is to be added a concrete effort to increase the period of dependence of young people by encouraging more of them to remain in the education and training systems. The current situation for unsupported students or would-be students is grim indeed; for those whose families do support them, personal and social factors exist to increase the pressure towards independence, and there is a clear preference to obtain an independent source of income. Author discusses incentives to stay in education/ training; outlines desirable policy approaches; concludes by raising questions to be addressed in the light of proposals to reduce youth wages in order to improve employment opportunities for young people.

MAAS, F
Unsupported students: on the outside.
In: Student Assistance Policy Seminar (2nd: 1985: Canberra, ACT). Student assistance for the disadvantaged: practice and prospect. Canberra, ACT: Australian Government Publishing Service, 1986, p99-112 (Student Assistance Policy series)

In January 1985 the Australian Institute of Family Studies was commissioned by the Commonwealth Department of Education to undertake a study into the assessment of the needs of unsupported students. This paper summarises findings of the study, which included a review of the homeless youth literature and a survey of 28 youth accommodation services in all States and Territories. Author describes who unsupported students are; how many there are, and current provision made for them, reviewing the Secondary Allowances Scheme (SAS), the Tertiary Education Assistance Scheme

(TEAS), and the Transition Allowance (TA). New arrangements announced in the 1985- 86 Budget are discussed, and three concerns that will continue to pose vexing problems identified to be those of adequacy, eligibility for assistance if unsupported, and the development of new adverse incentives.

MAAS, F
Young people and families.
Unpublished paper, 1982, 9p. Keynote address at Community Responding to Youth (CRY) Annual Meeting, April 1982, Mt Waverley Regional Library

This paper examines the influences on young people as they develop, both in the wider context of changing society, and in terms of the relationships individuals experience within their families. Self esteem, interests and values are focussed on; implications of the changing shape of the family for the young discussed. The conclusion is reached that much can be done to reduce the extent and impact of many of the forces that both young people and families have to contend with. The underlying principle should be that people have access to information, resources to increase autonomy, and power to influence their own lives. It is possible at a national, state and local level to increase opportunities for employment, improve the nature of education, more equally distribute incomes, make more suitable and affordable accommodation available, and provide services to support family functions such as child care, home help and financial counselling.

MARTIN, J
Strategies and considerations in the development of computerised client information systems in a welfare setting.
Australian Child and Family Welfare v.11 no.1 1986: 15-18

Describes the development of the Melbourne Family Care Organization (MFCO) Service Information System (SIS). The MFCO is a non- government child, adolescent and family welfare organisation operating within Victoria. Services offered include family, financial, accommodation, personal counselling, foster care, residential care, family aides and group work. The catchment areas include the Dandenong Valley, the Mallee, and the Upper Murray. The information needs of the organisation are highly diversified and an original system, the SIS was devised. It has two components: family services and individual services. The overall aim of the system is to provide information that will enhance the well being of actual and potential clients, whilst providing information that can be used to promote agency or advocate government policies that enhance child and family well being generally.

PRESDEE, M
The consumers who can't consume: youth.
Australian Society v. 4 Nov 1985: 22-24

States that Australian social scientists and politicians have shown little interest in the implications of youth unemployment for culture and identity, or in examining how young people make sense of their jobless existence. Refers to an interview study of 165 young people from Elizabeth, SA, conducted by the South Australian Centre for Youth Studies. Initial results reveal that unemployment underlies their total existence, and it is in the new town centre shopping development that this is most obvious. Author describes the way the

young unemployed congregate in the shopping centre and how, throughout Australia, these new shopping centres have become giant youth clubs for those without work and without housing. Redevelopment has taken the form of a re-emphasis on shopping and consuming - yet the young unemployed who congregate at these shopping centres have become consumers without consumer power, shoppers who can't shop.

PRIOR, M; WALLACE, M; CARR, J
What about me?: the impact unemployment has on country girls.
Sydney, NSW: Government Printer for Women in Education (Lismore), 1983, 58p, ill.

Against a background of high levels of unemployment in country areas and high costs of accommodation and shortage of jobs in cities, Part 1 documents personal experiences of a diverse group of girls from Lismore, NSW. Part 2 outlines the results of two surveys carried out in the district with 1982 female school leavers and 1983 female school students, aimed at gaining an overall view of the problems and expectations of country girls. Suggests issues that need to be acted upon, particularly with regard to the education system, and community and employer attitudes.

SA youth housing enquiry underway.
Australian Social Welfare Impact v.16 no.6 Oct 1986: 13

The South Australian government has established an independent enquiry into the accommodation needs of young people between the ages of 12 and 25 years. The enquiry will run for six or seven months and will report to the Minister for Housing, Terry Hemmings. The broad terms of reference for the Youth Housing Enquiry are: to determine the housing needs of young people; to review existing housing programs; to suggest how existing services might be improved; to suggest new initiatives where appropriate. The enquiry committee consists of an independent chairperson, representatives of the South Australian Youth Housing Network, Housing Advisory Council Community Committee, Department for Community Welfare, Department of Youth Affairs, South Australian Housing Trust and Emergency Housing Office. The major priorities of the enquiry are: direct housing provision; support services; income support; training and education. Consultations will be undertaken with a variety of community groups. A discussion paper will be published by November 1986, with the final report out by January 1987.

SERWANGA, P; TONKIN, C; ALLAN, P
Heart and hearth: families and shelter.
Melbourne, Vic: International Project on Family and Community, 1987, vii, 60p (Consultancy report; no.5)

The International Project on Family and Community was born out of a concern by the Anglican Consultative Council for difficulties faced by families in rapidly changing economic and political situations throughout many parts of the world. The project is being co-ordinated by the Mission of St James and St John, Melbourne. The Australian consultancy was the fifth consultancy, and aimed to explore, through comparison and contrast, issues of family dislocation as these relate to the housing and accommodation needs of Aboriginal women and children and European/ Australian adolescents in Western Australia. As well as comparing and contrasting factors in family dislocation in Aboriginal and

European/ Australian communities, the report describes two Anglican projects - Homesharers, a response to the accommodation needs of adolescents who are dislocated from their families, and Willong, a response to Aboriginal homelessness in the urban setting.

SOUTH AUSTRALIA. WORKING PARTY ON YOUTH POLICY
A South Australian Government policy for young people: discussion paper.
Adelaide, SA: Standing Committee on Youth Affairs, 1984, iii, 37p.

This discussion paper has been released for the specific purpose of stimulating comment and feedback. It contains an overview of the major issues concerning young people in South Australia, categorising these broadly under the following headings, and discussing policy directions for each: income security; employment and unemployment; housing; education and training; recreation and sport; health; development of citizenship. Outlines a suggested policy framework through which the current needs of young people can be addressed and a better environment and future facilitated.

VINCENT, C
Our missing children: a report on teenage runaways.
Frankston, Vic: City of Frankston, 1986, 29p, appendices

Focuses on a range of issues relating to the runaway phenomenon, including reasons, length of time away from home, concerns and costs, abuse and neglect as causes of runaway behaviour, and intervention methods. United States and Canadian experience and research are reviewed, and comparisons made with Australia. Focussing upon Victoria, it appears that very little is known about teenage runaways and/or their families. The lack of detailed information and research on runaways in Victoria permits a low level of awareness of the problem to continue amongst human service professionals and the community. There is need for additional education and information, co-ordination and development of services, and additional research. Recommendations are made relating to research that needs to be carried out to determine the Victorian situation with regard to runaways. Appendices present: Australian State/ Territories police missing persons (under 18 years) figures 1984; selected Canadian and United States examples of services and programs; list of agencies visited by author in the US and Canada.

VINCENT, C
Our missing children: summary of a report on teenage runaways.
Youth Issues Forum v.2 Apr 1987: 21-23

Summarises a report on teenage runaways with particular reference to the situation in Victoria. It notes reasons for running away, the length of time away from home and intervention methods. The report is titled 'Our missing children: a report on teenage runaways'.

VINCENT, C
Teenage runaways: what can a parent do?
(Frankston, Vic): (Young Men's Christian Association), 1984, 19p

Offers information and guidance for parents of a child who is missing and/or has 'run away'. Contains general information on the characteristics and reasons why young people run away; suggestions for how to handle the return home or location of the child so that some constructive problem solving can occur; suggests some relevant

reading and lists resources freely available to parents in Frankston, and some organisations outside of Frankston which could provide assistance.

WATSON, I
The poverty of 'attitudes' : developing a structural perspective on youth unemployment.
Welfare in Australia v.6 Apr 1986: 3-9

This paper argues that the structural level provides the setting in which young people's lives are shaped, and outlines briefly the kind of practical political actions which arise from a structural perspective. Despite rising youth unemployment and housing shortages, for many young people personal conservatism and a general level of de-politicisation are the norm. Author, who spent two years in the early 80s talking to approximately 70 young people about their experiences of schooling, work, unemployment and family life, argues that attitudes are deeply enmeshed in the material conditions of people's lives and the strategies they develop to deal with these conditions. It is these conditions which must be the focus of political activity. Conservatism and poor self esteem are the product of material poverty and rejection in the midst of an affluent society which preaches competitive successfulness. Contradictions in the thinking of young people point toward a tension, a contradiction between lived reality and the kinds of ideologies available for explaining this reality. Class and gender also shape the experiences of youth unemployment. Politics is far removed from the daily reality of the unemployed, and issues like poverty are seen in individualised personal terms rather than as political issues. Contradictions in young people's attitudes highlight the pathways into changing the material conditions which shape those people's lives.

WILLIAMS, S
Low cost rural resettlement: a youth perspective.
Youth Studies Bulletin v.3 Feb 1984: 11-13

Gives a brief background to low cost rural resettlement. Focusses on particular issues concerning youth and their increased participation in such schemes. The need for further research is emphasised though the author stresses that recent activities by the Federal departments concerned, indicate the near reality of a viable policy.

WULFF, M G; KILMARTIN, C
Starting out: examining the housing and living arrangements of Australian youth.
Unpublished paper, 1985, 21p, figures. Lecture presented at ANZAAS Festival of Science (1985: Monash University, Melbourne, Australia)

This paper focusses on the transition of youth from living at home to living independently. Data taken from the Australian Bureau of Statistics 1981 Census Household Sample File (1%). Statistics on men and women aged 15 to 24 are presented graphically and discussed. Comparisons are made in the differing numbers of men and women living at home, living independently, or in marital or de facto relationships. Percentages participating in work or study and levels of income are compared between sexes.

YOUNG, C
Leaving home and returning home: a demographic study of young adults in Australia.
In: Australian Family Research Conference (1st: 1983: Canberra): proceedings, v.1 Family formation, structure, values. Melbourne, Vic: Institute of Family Studies, 1984, p53-98, tables, figures

Using the Family Formation Project conducted by the Institute of Family Studies, author analysed the leaving home patterns of those of the 2500 interviewed who left home from age 15 years. Discussion includes reasons for leaving home and destination after leaving home; influence of school and of population size on leaving home; age incidence of leaving home and of returning home; reasons for returning home, and returning home in relation to the reason for leaving and in relation to age at leaving home. Concludes that while some young people will continue to defer their leaving home until marriage, a considerable proportion of the others will experience an interim stage of independence characterised by episodes of temporary departure from, and temporary return to, home. For this group, the transition to independence will begin earlier and last longer.

YOUNG, C
Young people leaving home in Australia: the trend towards independence.
Canberra, ACT: Australian National University Printing Service, 1987, 188p, tables, figures (Australian Family Formation Project/ Monograph; no.9)

This study was based on a 1981/82 survey carried out by the Australian Institute of Family Studies, their Family Formation Project. During the analysis an attempt was made to compare the information from this Project with two surveys carried out in Melbourne during 1971 and 1977 by the Department of Demography at the Australian National University as part of its Australian Family Formation Project. The monograph is about children leaving home - about why they leave, how old they are when they leave, where they go, who they live with, whether or not they return and why they return. It is also about the influence of different background factors - family, socioeconomic and geographic - on why and when they leave, and the extent that their parents' attitudes influence and are influenced by their leaving home behaviour. The existence of stress and conflict during the leaving home transition is explored; so too are the role of education, economic activity, birth order, family size and the life cycle experience of parents. Background influences investigated include religiosity, birthplace, father's occupation, mother's workforce participation, type of school attended, residential moves during childhood, and number of parents. Gender differences are commented on. Appendices list the questions asked in the three surveys relating to children leaving home.

YOUTH ACCOMMODATION COALITION (VIC)
Housing: a gloomy view.
Youth Issues Forum v.3 Jul 1987: 5

Outlines what the effects of the May economic statement are likely to be on the housing of young people, pointing out that accomplishments so far such as the draft singles housing policy and the Youth Housing Program are both likely to be adversely affected.

YOUTH AFFAIRS COUNCIL OF AUSTRALIA
Creating tomorrow today: a youth policy report based on nationwide consultation.
St. Kilda, Vic: Youth Affairs Council of Australia, 1983, 263p.

Second report of a consultation program, involving over five thousand young people throughout Australia, undertaken by the Youth Affairs Council of Australia (YACA). Part 1 contains an overview of action by and for young people, seeking to locate this action in a broad analysis of society and required strategies for change. Part 2 describes the consultation program, and summarises outcomes of the specific consultations conducted during the program under each of the issues raised, the principal issues being: accommodation; education; work; income security; health; human relationships; and law. Also covered were youth identity, road safety, recreation and leisure, international matters, transport, media and environment. Evaluates the program and highlights lessons learnt. Part 3 provides an analysis of the policy issues raised, analysing each issue, outlining priority areas and proposing directions for action. Part 4 outlines a program for continuing the consultation.

RELATED DOCUMENTS

Readers are alerted to a number of documents which are highly relevant to this topic which are listed in the section on 'homelessness' on pages 15-37. Because the publications in that section are arranged in chronological order, so too are these author and title entries. For information about the content of any of these items, consult the Abstract attached to the main listing of the document.

REFERENCE WORKS:
AUSTRALIA. PARLIAMENT. SENATE STANDING COMMITTEE ON SOCIAL WELFARE
Report on homeless youth.
Canberra, ACT: Government Printer, 1982, xiv, 120p, tables. (Parliamentary paper; no.231/1982)

1987:
GEVERS, L
We need houses too: report to the Western Australian Committee of the Youth Supported Accommodation Assistance Program on the supported accommodation and assistance needs of homeless young people in Western Australia.
(West Perth, WA): (Youth Accommodation Coalition of WA), 1987, 129p, tables

Homeless youth: as street workers see it.
CSV Links no.15 Mar 1987: 4-5

MAAS, F
Keeping income support on the youth policy agenda.
Youth Studies v.6 Feb 1987: 2-5

VINCENT, C
Our missing children: summary of a report on teenage runaways.
Youth Issues Forum v.2 Apr 1987: 21-23

1986:
CAMPBELL, R; LOMBARD, G
Special benefits and youth.
Legal Service Bulletin v.11 Feb 1986: 38-39

CARLISLE, W
Lost in Australia.
Australian Society v.5 Jun 1986: 33-34

FOPP, R
The Young Homeless Allowance: a review.
Youth Studies v.5 Nov 1986: 2-6

1985:
MAAS, F
Unsupported students: on the outside.
In: Student Assistance Policy Seminar (2nd: 1985: Canberra, ACT).Student assistance for the disadvantaged: practice and prospect.Canberra, ACT: Australian Government Publishing Service, 1986,p99-112 (Student Assistance Policy series)

CARTER, T
Rural and isolated youth.
Australian Social Welfare Impact v.15 Mar 1985: 26-27

CONNELL, H M
Adolescence.
In: Essentials of child psychiatry, chapter 13. Melbourne, Vic: Blackwell Scientific Publications, 2nd edition, 1985, p282-316

FUSION AUSTRALIA
White paper on unemployment.
Mornington, Vic: Fusion Australia IYY Administration, 1985, 8p, appendices

LOW, N; CRAWSHAW, B
Homeless youth: patterns of belief.
Australian Journal of Social Issues v.20 Feb 1985: 23-34

LOW, N; CRAWSHAW, B
Homeless youth: patterns of belief.
Australian Journal of Social Issues v.20 Feb 1985: 23-34

LOW, N P; CRAWSHAW, B W
Youth without housing: patterns of exclusion.
Australian Quarterly v.57 nos.1 and 2 1985: 77-84

NEWMAN, A
Youth and special needs accommodation.
Independence v.6 Spring 1985: 35,37,39

TIVER, A
Room for young people.
Community Quarterly no.3 Mar 1985: 30-35

VAN REYK, P
Shelter or the streets: young people and the housing crisis.
Australian Social Welfare Impact v.15 Mar 1985: 16-17

1984:
LOW, N P; CRAWSHAW, B W; MATHEWS, S
No fixed address: and investigation into factors contributing to youth homelessness in the outer region of Melbourne: a report to the Outer East Youth Needs Group.
Heathmont, Vic: Outer East Youth Needs Group, 1984, 250p, tables

McDERMOTT, J
Half a chance: the evaluation of the Northcote Accommodation Project.
Fitzroy, Vic: Brotherhood of St Laurence, 1984, 112p, tables.

SUSSEMS, S
City of Melbourne and homeless people: a report submitted to the City of Melbourne.
Melbourne, Vic: City of Melbourne, 1984, 152p, tables, appendices

1983:
GOODE, K
The family way to help young offenders.
Australian Society v.2 Feb 1983: 11-12

HANCOCK, L; BURKE, T
Youth housing policy.
Hawthorn, Vic: Centre for Urban Studies, Swinburne Institute of Technology, 1983, 382p, figures, tables. (Final report/ Swinburne Institute of Technology, Centre for Urban Studies.) (Australian Housing Research Council Project; no.123)

LUBY, S
Youth homelessness: causes and issues.
Compass Theology Review v.17 1983: 1-7, tables.

NATIONAL COMMITTEE FOR THE EVALUATION OF THE YOUTH SERVICES SCHEME
One step forward: youth homelessness and emergency accommodation services; report.
Canberra, ACT; Government Printer, 1983, 91p.

1982:
BRADFIELD, J
Transitions: a report on the Youth Services Programme in New South Wales.
(Sydney, NSW): Social Research and Evaluation Ltd, 1982, 234p, tables

BROWN, C; BRUNT, D
Responding to young people as if they really mattered: reflections on the development and work of 'the Haven' 1097 - 1981.
Australian Child and Family Welfare v.7 no.3 1982: 9-15

FOPP, R
Unemployment, youth homelessness and the allocation of family responsibility.
Australian Journal of Social Issues v.17 Nov 1982: 304-315

HANCOCK, L
Youth workers perceptions of youth housing needs and preferences: government funded responses to youth homelessness and the accessibility of different categories of youth to adequate, secure, affordable housing.
Hawthorn, Vic: Centre for Urban Studies, Swinburne Institute of Technology, 1982), xx, 150p, tables. (Report no.1/ Swinburne Institute of Technology, Centre for Urban Studies) (Australian Housing Research Council project; no.123).

SIMMONS, P; McKENZIE, A
Trace a place: a youth accommodation service: evaluation report of the pilot Project December 1981 - May 1982.
Parkside, SA: Youth Council Inc, 1982, 126p, appendices, tables

1980:
GAMBLE, H
Teenagers leaving home: the legal position.
In: Davis, D; Caldwell, G; Bennett, M; Boorer, D, eds. Living together: family patterns and lifestyles: a book of readings and reports. Canberra, ACT: Centre for Continuing Education, Australian National University, 1980, p240-242.

McCAHON, J
Homeless persons.
In: Davis, D; Caldwell, G; Bennett, M; Boorer, D, eds. Living together: family patterns and lifestyles: a book of readings and reports. Canberra, ACT: Centre for Continuing Education, Australian National University, 1980, p265-266.

1977:
HOMELESS PERSONS ADVISORY COMMITTEE, (SA)
Unmet needs among chronically homeless in inner Adelaide.
Unpublished, mimeo, 17p, appendices approx 40p, March, 1977

WHERE TO FROM HERE?
Other information Resources

HOMELESSNESS

An Annotated Bibliography of Australian Research

Researchers looking for further information on homelessness should consult the following sources which will assist in locating other material published in Australia and overseas.

Australian Sources

Books and journal articles published in Australia can be found in two national indexing services, FAMILY Database and APAIS.

FAMILY Database (Melbourne, Vic: Australian Institute of Family Studies) contains references to publications from 1980 onwards and covers subjects spanning a number of disciplines in the social sciences including sociology, psychology, demography, economics, statistics and law. In FAMILY Database, the subject of homelessness is found by using the specific subject term `Homeless' and other related terms such as `Housing'; `Public Housing'; `Squatting(Housing)'; `Crisis Centres'; `Women's Refuges'; `Leaving Home'; `Poverty'; and `Social Problems' (for other terms see FAMILY Thesaurus, second edition, 1987).

APAIS: Australian Public Affairs Information Service (Canberra, ACT: National Library of Australia) is a subject index to current literature since 1945. APAIS also includes documents from popular magazines and newspapers which will be of interest to secondary school students. Publications relating to the study of homelessness have been listed in APAIS since 1973, appearing under a number of different subject headings. From 1973 to 1978 the subject headings `Homeless Men' and `Homeless Women' were used and from 1979 to 1985, the more general term `Homeless' was used. In July 1985, the broader term `Housing' replaced that of `Homeless'. So, in order to locate the most relevant publications after July 1985, it is necessary to pick them out from documents listed under `Housing'. As with other indexing services, it is important to look under other related terms which for APAIS include `Crisis Centres'; `Poverty'; and `Social Problems'. For other useful terms, readers can consult APAIS Thesaurus, third edition, 1986.

Overseas Sources

Readers interested in finding overseas material on homelessness and related topics may wish to consult indexes and abstracting services dealing with the social sciences, psychology and the humanities. Two of the most useful general services are Social Sciences Index and Sociological Abstracts.

Social Sciences Index (New York: H. W. Wilson, 1974-), a cumulative index to English language periodicals, will direct the reader to articles on homelessness and related areas such as social work, public welfare, community health and psychology. When using Social Sciences Index readers should look under the specific heading `Homeless Persons'; other articles will be located under `Skid Row' and `Vagrancy'.

Sociological Abstracts (San Diego, CA: Sociological Abstracts Inc., 1952) has documented the world's sociological literature for 34 years, but it also has a strong American representation. Publications relevant to a study of the homeless are listed under the specific term `Homelessness' and the following related terms `Housing'; `Squatters'; `Skid Row'; `Deinstitutionalization'; `Poverty'; `Refugees'; `Social Problems'; and `Urban Poverty' (for other useful terms see Thesaurus of Sociological Indexing Terms, first edition, 1986).

Researchers wishing to conduct an exhaustive literature search of Australian and international publications can identify works written by leading authors in the field of homelessness using the Social Sciences Citation Index (Philadelphia, PA: Institute for Scientific Information, 1969-)

Agencies, Organizations and Services

Unfortunately no national directory of services provided for the homeless by government, non-government and other voluntary organizations has been compiled in Australia. Directories of services available to specific groups of people such as young people, women and those with drug or alcohol addiction have been occasionally published in Australia. However, these directories are often out of date and difficult to obtain. To identify services available in a local community, contact information agencies such as citizens' advice bureaux, public libraries or social workers at municipal councils. Such agencies will assist with contact persons or information about services in the area.

Australian Institute of Family Studies

The Australian Institute of Family Studies, established under the provisions of the *Family Law Act* 1975, commenced operation in February 1980. The Institute functions as a statutory authority of the Australian Government, from which it derives its financial support. The founding Director is Dr Don Edgar. The Institute has a Board of Management of appointed members and a permanent staff of professional and support personnel. In addition, specialist assistants and consultants in appropriate fields are engaged to assist the Institute in its work when necessary.

Functions of the Institute

The functions of the Institute as defined by the *Family Law Act* 1975, are:

- to promote, by the conduct, encouragement and coordination of research and other appropriate means, the identification of, and development of understanding of, the factors affecting marital and family stability in Australia, with the object of promoting the protection of the family as the natural and fundamental group unit in society, and
- to advise and assist the Attorney-General in relation to the making of grants, and with the approval of the Attorney-General to make grants out of moneys available under appropriations made by the Parliament, for purposes related to the functions of the Institute and the supervising of the employment of grants so made.

To meet those functional responsibilities, the Institute performs four broadly defined roles:

Research To study and evaluate matters which affect the social and economic wellbeing of all Australian families.

Advice To advise Government and other bodies concerned with family wellbeing on issues related to Institute findings.

Promotion To promote the development of improved methods of family support, including measures which prevent family disruption and promote marital and family stability.

Dissemination To disseminate the findings of Institute and other family research.

In particular, the following activities are carried out in order to fulfil those roles:

- monitoring of demographic and social changes in Australian families and identification of the implications of such changes for social policy;
- conduct of research on the operation and effects of the *Family Law Act* and other legislation affecting the legal status of family members;
- conduct of research on factors influencing how families function, with the objective of recommending relevant means of promoting family wellbeing and stability;
- evaluation on a continuing basis of the economic status and wellbeing of Australian families;
- conducting research, consulting and reporting on the effects of Federal and State legislation and programs on the ways families function;
- dissemination, via media information, publications, public seminars and other means, of the findings of Institute research, with the objective of improving understanding of factors affecting marital and family wellbeing;
- coordination and encouragement of wider research on Australian families by the making of grants;
- acting as a national centre of information about Australian families.

Thus the objectives of the Institute are essentially practical ones, concerned primarily with learning about real situations through research on Australian families.

300 Queen Street
Melbourne 3000 Victoria
Australia
Telephone (03) 608 6888

It has been estimated that at least 40,000 people in Australia have no home. In today's world of unemployment, a declining economy and unrelenting pressure on welfare services, increasing numbers of young families, adolescents, and disabled persons are becoming homeless and thousands more live in sub-standard accommodation.

This bibliography compiled for the International Year of Shelter for the Homeless lists Australian works published since 1974 about homelessness. It provides annotations to recent research and other publications on factors which may contribute to homelessness and populations at risk of becoming homeless.

Documents listed in the bibliography look at both the changing profile of the homeless population and the provision of services to groups with special needs including aborigines, refugees, migrants, women, one-parent families, the aged, adolescents and disabled persons.

Australian Institute of Family Studies
300 Queen Street, Melbourne 3000

Telephone: (03) 608 6888
Facsimile: (03) 600 0886

174